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ABSTRACT

This monograph provides State education agencies and the general education community with some basic information pertaining to needs, present practices, and possible new approaches related to training and development for professional personnel in these agencies. The monograph is designed to provide the reader with an appreciation of the importance of training and development programs for professional personnel, some of the basic concepts needed for an understanding of the nature of such programs, and some approaches for developing, conducting, and evaluating programs. Main chapters describe the educational setting, outline the training and development needs of State education agencies, disclose the need for the establishment of training and development models for State education agencies, explain the organization needed for training and development, and argue the benefits of evaluation of such programs. One chapter is devoted to a summary of five empirically tested training and development models created by California, Florida, Georgia, Ohio, and Wisconsin. Also reported are the results of a 50-State survey concerning the perceived needs and present practices regarding training development programs in all 50 State education agencies. The text is amply supported by tables and charts, and an 86-item bibliography is provided. (Author/DN)

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Professional Staff Development in State Education Agencies

A monograph related to an Interstate Project for
State Education Agency Professional Staff
Development funded under Section 505,
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Participating State Education Agencies

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Foreword

In 1969, following a nationwide survey of needs and present practices related to professional staff development in state education agencies, the state agencies of California, Florida, Georgia, Ohio, Oregon, West Virginia and Wisconsin joined in an interstate project to develop model programs or strategies for improving the competency of their professional personnel. This interstate project was authorized and funded by the Department of Health, Education, and Welfare, Office of Education, Division of State Agency Cooperation, Washington, D.C., under Title V of the Elementary and Secondary Education Act, Section 505 of Public Law 89-10. Wisconsin served as the administering state for the interstate project.

As the first phase of this project, each state education agency designed a unique project which pertained to its most critical needs for professional staff development. The second phase of the project afforded agencies an opportunity to test and to refine their model program or strategy; that is, this phase permitted these agencies to actually develop a functional training and development program. Because of the nature of the staff development projects designed by Oregon and West Virginia, these two states did not continue into the second phase of the project. Although the training and development projects were designed to meet unique needs of professional personnel in individual state education agencies that participated in the interstate project, it was apparent from the nationwide assessment of needs that an obvious outcome of the project should be the development of training and development programs for dissemination among all state education agencies as well as other educational or governmental organizations with needs similar to those that were recognized by a participating state education agency.

The importance of a quality professional staff for state education agencies cannot be overestimated. If state education agencies are to play a dynamic role in the improvement of education now and in the near future, their professional personnel must be provided opportunities as well as stimulation for continuing professional growth. The need for training and development programs for personnel serving in state education agencies is especially important because their pre-service training seldon deals directly with many of the competencies they will need in their state education agency roles. The interstate project presented each of the participating state education agencies an unusual opportunity that could make a difference in the nation's educational leadership.

This monograph is another product of the interstate project. It is intended to assist state education agencies and other organizations as they undertake the important responsibilities of identifying development needs of professional personnel, developing and conducting training and development programs, and evaluating the results of these programs.

Lond D. Rodman
Project Director

Preface

THE CENTRAL purpose of this monograph is to provide state education agencies and the general education community with some basic information pertaining to needs, present practices, and possible new approaches related to training and development for professional personnel in these agencies. The monograph is not designed to be an exhaustive treatment, but rather it is aimed at providing the reader with an appreciation of the importance of training and development programs for professional personnel, with some of the basic concepts needed for an understanding of the nature of such programs, and with some approaches for developing them.

The monograph is one of the products of an ESEA Title V Interstate Project for State Education Agency Professional Staff Development, which was funded by the United States Office of Education. A major outcome of this project was the development of five different training and development programs that may be used by state education agencies and other organizations with similar professional staff development needs. Brief summaries of these programs, which were not only developed but also tested by the state education agencies that developed them, are included as a part of Chapter IV. These training and development programs are available; state education agencies and other organizations can obtain each of them by contacting the state education agency responsible for the program's development. Another important aspect of this Interstate Project was a survey concerning perceived needs and present practices regarding training and development programs in all 50 state education agencies. This survey provided some rather revealing data which are reported in various chapters of the monograph.

In the preparation of this monograph a thorough search of the literature pertaining to staff training and development in various kinds of organizations and agencies was made. Also, several organizations and research centers recognized for contributions in the field of personnel development were visited and studied. Pertinent information obtained as a result of these activities is reported in the monograph.

It is impossible to acknowledge individually all those who have made this monograph possible. Certainly, recognition must be granted to all 50 state education agencies for their prompt and careful response to a rather lengthy questionnaire for these responses were essential to making parts of the monograph meaningful. The authors are, of course, most indebted to the directors of each of the seven state projects and to their consultants. Staff members from the U.S. Office of Education, Division of State Agency Cooperation, were a consistent source of assistance through the two and one-half years of the project's duration. In this regard special mention is gratefully made of Dr. C. O. Fitzwater of the Division of State Agency Cooperation, Department of Health, Education, and Welfare, Washington, D.C. Valuable cooperation and assistance were also willingly given by the Council of Chief State School Officers.

R. T. G.

L. D. R.

Chapter I

The Educational Setting[1*]

IN INDIVIDUAL nations throughout the world, schools are considered among the most important agencies because of the potential contributions of education to the progress and wellbeing of the people. The direction and governance of the educational system in each country is, in general, a function and responsibility of the state. In all societies, education develops in harmony with the values, mores, and traditions of a particular society. When our own society was primarily agrarian in nature, schools were developed to meet the needs of an agrarian era. When the society became industrialized, the purposes and form of education were shaped by the conditions and needs of that kind of society. As the industrial society developed into a technological one, the purposes of education were again modified to meet the societal changes. The purposes of education in the United States, as in all societies, have changed in response to new needs, problems, and conditions and must continue to do so in the future.

Americans traditionally have placed much faith in the potential power of a system of public schools open to all without cost. While recognizing that inequities related to educational opportunity have and do exist, it can be concluded that these schools have, in general, served the nation well. They helped to lay the foundation for democratic living and to establish the world's highest standard of living.

Societal Changes and Education

Many of the changes that occur in our society have import for education. Among these are growth in population, development of cities, expansion of knowledge, rising standards of living, evolving patterns of employee-management relations, and increasing emphasis on research and development activities. It has been predicted that by the year 2000 the United States and other developed countries will have reached a post-industrial stage of society, that the center of influence in that society will be shifted from business and industrial organizations to intellectual and environmental-centered institutions, and that the occupational emphasis will be shifted from production-oriented to service-oriented.[2]

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* *Footnote references are given at end of the chapter.*

Past historical periods have witnessed major events which, whether cultural or technological, often have impinged forcibly on the *status quo* of the society. In its response, society typically surrenders some of its rigidity by altering organizational forms, roles, and other societal characteristics to isolate the effects of, or to accommodate to, these events.[3] The invention of gunpowder, the introduction of the Christian religion, the development of mass production techniques and the invention of digital computers are examples of events that have dramatically influenced various societies. Following its adjustment to one of these major events, a society usually settles down into its new status, often for a long period of time, until the next such major event occurs. Certainly today, rapid cultural and technological evolution is presenting new problems and creating new potentials in society. Traditionally, education has been viewed as a social institution which must be both responsible for and responsive to the conditions of society. Currently, educational systems are being held at least partially responsible for the problems in society, they are being challenged to help find solutions to these problems of society, and they are being criticized for failure to grasp opportunities afforded by the new potentials in society.

In present day society there seems to be a rapid shift from the emphasis on growth and expansion, high pressure salesmanship, and exploitation of human and natural resources to increasing concern about the welfare and development of people as well as the protection and carefully planned development and utilization of natural resources. The meaning of societal changes for education depend, of course, upon the inferences people draw, the opinions that become dominant, the decisions that are made, and the resulting actions that are taken.

Some of the major forces that have accelerated educational change include population expansion, the development of new knowledges and ideas, new societal expectations, technological advances, ecological problems, and improved leadership in educational organizations. On the other hand, there have been obstacles to change such as long-time traditions, size and complexity of social systems, rigidity of legal and organizational structures for providing education, manner of allocating limited resources to the various agencies of society, and the tendency of human beings to resist new and untried behaviors and processes.

Recent developments in society have created a whole new environment for education and for the agencies responsible for it. Students at all levels of education are protesting the traditional paternalism and authoritarianism of educational administrators as well as the *en loco parentis* role of the schools which had been so firmly established by many court decisions. Local taxpayers no longer believe that it is necessarily their duty as citizens to approve each bond issue that is presented to them. Legislatures have revolted against the continued contention that each year the public schools should be provided with more money than the year before. It is true that educational leaders always have faced such problems as these but there seems to be general agreement that the intensity and, yes, even the violence of these protests against traditional authority have reached a stage never attained before.

The changes that have taken place in society have had important consequences for the society in general and for education in particular. There have been markedly increased efforts to develop equality of educational opportunity for all individuals and groups. Persons having responsibility for education have been forced to accept a higher degree of accountability for their ideas and actions. There has been a much wider sharing of decision making with individuals and groups at the various levels of the educational hierarchy and with those not traditionally considered within that hierarchy or even with the "educational establishment." And finally, there is a much greater recognition of the role of education in society and of the intimate and harmonious relationship that education and society should have one with the other.

Accountability in Education

Throughout its history the United States has prided itself on having established an educational system which provided free and compulsory schooling for all children. The school has been considered the one institution in our society that makes it possible for the child of the poorest family ultimately to reach the highest level of success. The school was intended to transmit those middle-class values, beliefs, and customs perceived as promoting desirable, harmonious interpersonal relations and to develop a citizenry which would perpetuate a monolithic democracy whose principal purpose was to serve the majority. Society today, however, is a new kind of world which demands a kind of citizen that the schools of the past have not been geared to help produce. The citizen of today and tomorrow should be concerned fundamentally with the problems and conditions of a complex, pluralistic society and should be equipped to deal effectively with them. The efforts of all educational agencies at all levels should be directed to meeting this challenge. The day is past when the neighborhood was the center of social life and governmental functions and when the small and relatively autonomous local school district, with its own governing board, was sufficient to meet the needs of society.

The increasing inequities and inadequacies of our educational system recently have been highlighted by societal demands and pressures. Some of the factors responsible for these inequities and inadequacies are prevalent traditional and outmoded perspectives, fiscal constraints, legal limitations, personnel deficiencies, and organizational inadequacies. Of late our system of education has been increasingly criticized as being monolithic, coercive, authoritarian, and frequently repressive. It tends to be characterized by a closed rather than an open system of learning and by centralized and impersonal administration, particularly in large urban centers. Instead of being idea-centered, problem-oriented, and interdisciplinary, schooling all too frequently has been characterized by information gathering, grade-getting, and schedule-dominated activities. Unfortunately, educational traditions frequently have become so firmly entrenched that school personnel perceive them to be inviolate and thus these traditions have become major factors in resistance to change.

There can be little doubt that in recent years education at all levels has been experiencing a loss of public confidence. The legitimacy of authority and of administrative procedures in educational institutions has been called into question by more than a few people, and particularly by the minority groups, the poor, and the young. What methods must be used to restore legitimate authority and public confidence in the schools is a major question not yet answered, but the indicated approach is self-renewal rather than self-preservation on the part of educational institutions. Accountability based on mutual acceptance of appropriate objectives, as well as valid procedures for determining progress toward achievement of them, is essential for the restoration of public confidence in education. It must be recognized that this country's proud boast of appropriate educational opportunities for all definitely has not been fully realized and that strenuous efforts must be made if this goal is to be truly accomplished in the relatively near future.

Leaders in education now are challenged to face many significant problems. They must be concerned with the setting of appropriate goals for education and the achievement of these goals, as well as the development and maintenance of an organization capable of this achievement. All learners are entitled to high quality educational opportunity appropriate to their characteristics and needs; each student's basic entitlement can be nothing less than that, based on his right to an education that prepares him for a full and meaningful life. Educational leaders must therefore be concerned with the rights and needs of all individuals and groups, the development of adequate educational opportunities for all, and with appropriate communication and involvement of all publics. They also must give increased attention to such matters as the complexity and rigidity of the educational system, the lack of adequate educational planning, and the resolution of the critical problems brought about by increasing urbanization.

Achieving Excellence in Education

Educational leaders should put increased emphasis on the development of policy which will be harmonious with the needs, conditions and problems of the present and the immediate future. They will have to face the question of whether the educational policies and programs of the 60's are appropriate for the 70's; it also will be their task to work with political leaders and governmental agencies at all levels to find more effective ways for achieving excellence in education. A reexamination of all aspects of the educational system with the purpose of improving it is essential. In order to do this, "market research" is needed in education as it is in business.[4] Market research information is needed as a basis for adequate decision making. We need to know what society wants and needs, what it is presently receiving, what it gets from other instiutions and organizations, and then consciously develop policies and design educational programs in the light of this information. Then we must demonstrate to society that, at all levels of the educational process, it is financing only those educational products that it needs and wants. Educators have tended to market only the means of education, such as budgets or school building programs, rather than educational products.

In summary, it is the responsibility of educational leaders, working with all segments of the society, to determine educational needs, to decide which of these needs should be met by the educational system, and to develop educational programs and services designed to satisfy the chosen needs. It is probable that the implementation of these processes will reveal the desirability of more complex ways of organizing and managing learning and learning systems, as well as the need for more effective procedures for planning improvements in education. These processes also should be utilized for determining educational goals and for explicating the values and assumptions pertaining to the desirability of the goals.

Development of State Education Agencies

The governance and direction of the educational system in each state has come to be recognized as a function and responsibility of the state, even though the operational responsibility for schools has been assigned to local school districts in most states. As the demand for education beyond the elementary school developed, and as transportation and communication capabilities created a need for greater commonality in the schools, there emerged in each state an office or agency charged with the responsibility for state-level direction and governance of elementary and secondary education. In a few states a single agency has been assigned responsibility for all levels and kinds of education but in most states one agency governs elementary and secondary levels, including vocational education, and one or more other agencies govern other levels and aspects of education. The agency responsible for elementary and secondary education has become known as the state education agency and generally consists of a state board of education, a chief state school officer, and the staff of the state department of education.

The authority and prestige of the state board of education varies greatly among the states and in one state, Wisconsin, there is no state board of education for general elementary and secondary education. At the turn of the century, only a few states provided for appointment of the chief state school officer by the state board of education. At the present time, however, 26 states provide for appointment of the chief state school officer by the board and this is true even though a number of them had to amend their constitutions in order to make the change. The chief state school officer in five states is appointed by the governor and in 19 states this officer is still elected, sometimes on a partisan ballot.

There has been rapid change in state education agencies during the past 50 years.[5] In the early part of the present century these agencies were generally small and their duties were related primarily to gathering educational data and making biennial reports. Around the 1920's the function of the state education agency was expanded to include inspectorial duties and its inspectors were charged with the responsibility of examining local schools and maintaining minimum standards. Since the 1930's the role of the agency slowly has become increasingly professionalized, emphasizing consultant and leadership responsibilities pertaining to educational policies, programs, and financial support. During the past two decades the agency has embarked, however slowly in some instances, upon the primary role of educational leadership and statemanship. Judging from the activities of the state educational agency in recent years, it would appear that it is experiencing a significant turning point in its history. It has become an agency with great potential for identifying social changes and needs and for implementing innovative actions to deal with them appropriately.

State education agencies have experienced a period of very rapid growth during the past few years. Each of the five largest agencies now employ more than a thousand professional persons.* Table I summarizes data reported by state education agencies in 1972.† These data reveal that the largest agency employed

Table I

Number of Professional Employees in State Education Agencies, 1966-67 and 1971-72

Fiscal Year	Minimum Number of Professionals In a State	Maximum Number of Professionals In a State	Median Number of Professionals Per State
1971-72	40	1307	256
1966-67	25	1089	160
Change, 1967-1972	+15 (60%)	+218 (20%)	+96 (60%)

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* *A professional employee is defined as a person who holds at least a bachelor's degree as qualification for the position held.*

† *The data in Table I were obtained as a part of the questionnaire survey of the 50 states described in Chapter III. One state did not supply any data on the number of professional employees and four others did not supply data for the 1966-67 fiscal year. Data for the state of Hawaii were not included in Table I because in that state all schools are administered at the state level and all professional employees working at the local level are employed by the state education agency. Thus, data for 44 states were used in Table I for the 1966-67 fiscal year and 48 states for 1971-72 fiscal year.*

more than 1300 professional employees in 1971-72 while five years earlier (1966-67) the largest agency employed less than 1100 professional employees. This was a gain of 20 percent during the five year period. The rate of gain for these employees was much larger, 60 percent, for the smallest state education agency during the five-year period. In 1971-72 the smallest agency employed 40 professional employees while in 1966-67 it employed only 25. There was also a 60 percent gain in the median number of professional employees for all of the state education agencies reporting. In spite of this overall increase there was no increase in the number of professional employees in three states; in fact the number decreased in one state.

The increases in the median number of professional employees for the nine state education agencies reporting the largest numbers, again not including Hawaii, and for the nine agencies reporting the smallest numbers for the five-year period 1966-67 to 1971-72, are reported in Table II. The median increase in the number of professional employees for the nine agencies reporting the largest numbers was 354, or 57 percent, while the median increase for the nine agencies reporting the smallest numbers was 21, or 47 percent. There was a larger gain in the median number of professional employees during the five-year period for the median-sized state education agencies than for either the largest or the smallest agencies.

Table II

Increase in the Median Number of Professional Employees in the Nine Largest and Nine Smallest State Education Agencies, 1966-67 to 1971-72

Categories of State Education Agencies	Median Number of Professional Employees		Increases	
	1971-72	1966-67	Number	Percent
Nine Largest SEAs[a]	979	625	354	57
Nine Smallest SEAs	66	45	21	47

[a] *Not including Hawaii.*

One of the major influences for the increase in the size of these agencies has been the federally financed programs administered by them. In addition, however, numerous factors at both the local and state levels, such as the need for expert consultation being available to local districts, increased recognition of the problems of urban school systems, and a generally recognized need for high quality educational leadership at the state level have influenced the growth of these agencies.

Changing Functions of State Education Agencies

Both the perceived and the actual functions and roles of state education agencies have changed markedly during recent years. Some of the forces that have been responsible for altering these functions and roles include the expectations that people hold for education, the need for cooperative efforts of the agencies and other educational organizations in planning and implementing improvements in education, and the many additional responsibilities that have been mandated by state legislatures. Probably one of the most potent forces for altering functions and roles of state education agencies has been increased demand of citizens for public accountability with regard to the educative process. As a result of this demand, educators find it necessary to account to the people for the quality and results of education as well as for educational budgets and expenditures. The necessity for this type of accountability has reemphasized the need for careful and explicit formulation of educational objectives and the establishment of priorities among them.

The functions of state education agencies were categorized by Campbell, Sroufe, and Layton as follows: operational, regulatory, service, development, and public support and cooperation.[6] They suggested that state education agencies reduce operational and regulatory activities, focus service activities on demonstration centers, and place more emphasis on relationships with other educational agencies. The literature on state education agencies reveals considerable agreement that the following roles are those that should be emphasized today and in the immediate future: providing leadership in developing educational goals, setting priorities among the goals, and developing policies aimed at implementing them; guiding long-range planning; providing coordination; offering consultative services; creating a climate for stimulating innovation and encouraging changes in education; collecting and disseminating information and encouraging research; stimulating evaluation programs; interpreting the educational enterprise; and allocating resources.

Those who have contributed to the educational literature apparently consider the critical role of state education agencies to be that of leadership. In a period of rapid social change, it stands to reason that this agency cannot contribute effectively to the improvement of education, nor influence the nature of the changes that are occuring if it continues to do only that which it has done in the past. If the state education agency's leadership role is to be real, its emphasis must move from activities pertaining to regulatory and fiscal matters to activities related to educational planning, development, and innovation. It is clear that a fundamental aspect of leadership must be that of service or assistance in the identification and assessment of educational needs, the setting of goals and objectives to meet needs, the development of programs based on these goals and objectives, and the evaluation of the programs while always providing a climate to stimulate experimentation.

A dimension of leadership particularly needed today is one that will insure effective planning at all levels of government for meeting adequately existing and emerging educational needs. There is an obvious need for each state education agency to plan its own functions and services effectively, to lead in cooperation with other state agencies in planning statewide improvements in education, and to provide assistance to local school districts in the development of the planning process. To provide leadership and services in planning in order to enable education at all levels to be more responsive to societal needs is undoubtedly a major role appropriate for each state education agency. If the agency is to be effective in this role, it is evident that it must first demonstrate competence in implementing an adequate planning system in its own organization.

State education agencies will be able to emphasize fully the leadership role only after obstacles and constraints which interfere with moving effectively into this role have been removed. These obstacles and constraints will naturally vary by states but one can predict that the traditional attitudes toward schooling, the tendency to resist the new and untried, the deficiencies of legal and organizational structures, and the lack of human and financial resources will be among them.

There are other important reasons why state education agencies have not exercised leadership responsibilities to the extent expected of them. One of these is that in at least some of the states there is a strong belief that the state education agency should exercise only essentially custodial functions and should not interfere with the full autonomy of local education agencies. Another is that the personnel of state education agencies have often been experienced in only small, rural school systems and frequently have not measured up to the high professional standards of knowledge and competence necessary for the exercise of quality leadership with all types of local education agencies.

Still another reason must certainly be that the agencies frequently have not been allocated sufficient funds to enable them to attract highly qualified personnel. Moreover, recruitment of desired personnel is sometimes hampered by outmoded and inappropriate civil service regulations. Despite a popular belief that bureaucracies tend to be over-staffed, the typical state education agency does not have adequate staffing to deal with routine burdens of keeping the agency operating, and thus its staff has little time to consider new directions in education or to formulate philosophical and educational positions as a base for action. The increasing tempo of societal changes may mean, unless rigorous and effective efforts are employed, that the need for state education agencies to go beyond just maintaining the *status quo* may go unmet. It must be remembered that any agency that fails to adjust to the changing needs of a society will either be modified or replaced by the society that it fails to serve.

Although educational leadership is a critical function of state education agencies, these agencies also perform an important administrative function. This function involves the management and operation of the agency itself and the responsibilities related to the fulfillment of certain legislative mandates. The functions involved in operating the agency itself include personnel management and development, internal fiscal control, short and long-range planning and evaluation, and program development. The responsibilities related to legislative mandates include inspection and supervision to assure that legal requirements concerning education are met in all school districts and that funds are disbursed in accordance with law.

The leadership roles and the administrative roles of state education agencies do not necessarily constitute a dichotomy.[7] In practically all situations the leadership activities of these agencies are intermeshed with regulatory or supervisory responsibilities; however, it is important to make certain that in this mix of responsibilities emphasis is placed upon leadership rather than regulatory activity.

A person who wishes to exercise leadership must have innovative ideas for change, must be able to offer those ideas in a form that others can and do identify with, must nurture the implementation of those ideas until their promise becomes apparent to potential followers, and must attract intelligent followership.[8] Organizational personnel who seek to provide leadership will certainly have to evaluate their own capacities for leadership. There is the old saying that "you can't no more teach what you don't know than you can come back from where you ain't never been." This means that a price must be paid by the state education agency if it is to assume a leadership role in a rapidly changing society and that price is training and development—the learning of knowledge and skills which the agency staff has not heretofore acquired. It is probable that one of the major needs of a typical state education agency is that of personnel development to insure that its staff is competent to offer expert consultation services, particularly when those services relate to problems such as those of large urban school districts and of technology.

Structure and Relationships of State Education Agencies

The organizational structures of state education agencies should be altered to meet the new demands made upon them for maximizing available human and material resources in public education. It is necessary that the structures, as well as the programs, of state education agencies be attuned more definitely to today's needs and priorities. A static organization cannot be expected to function effectively in a rapidly changing society. Structural innovation offers the possibility of encouraging more effective human relationships and new patterns of cooperation and coordination.

An organization has implemented a process of innovation when it learns to do something that it could not do before and then proceeds to do it. What is needed is the kind of organization that produces rather than resists innovation; one that can implement innovations which will accelerate the changing of itself from an innovation-resisting organization to an innovation-producing organization. Some desirable state education agency goals that could be improved through organizational innovation are creating organizational flexibility; improving intra-organizational coordination; developing two-way internal and external communications; and, probably most important, adopting an effective system for projecting staff needs, recruiting staff, and developing personnel.

A significant problem confronting most state education agencies is that of lessening the emphasis on, or even eliminating, services which no longer have a high priority because of changing educational needs. The prevailing scarcity of human and material resources available to state education agencies requires that efforts be concentrated on services and clients that will make the greatest contributions to educational goals. The efforts devoted to services that are solely traditional rather than productive must be eliminated. No state education agency can afford to be marginal in a major area of service as a marginal service is bound to generate inadequate education returns. Any effective organization should be able to define at least most of its activities in terms of excellence; this calls for eliminating entirely most of its marginal activities for there is generally little wisdom in trying to do that which can not be done well.[9]

While education is the legal responsibility of the state, it is common practice for the state to delegate responsibility to the local school districts and their appointed or elected boards of education. It is agreed generally that the state education agency should stimulate and assist, but not control, local school districts. The state should assume only those responsibilities that are essential for establishing a basis for quality educational opportunity throughout the state while all other responsibilities should be delegated to adequately organized local school districts. State education agency personnel and local school district personnel should see themselves as partners in a cooperative effort to provide appropriate educational opportunities for all.

It is necessary that educational decisions be made within the context of the total system of education, involving both governmental and quasi-governmental agencies at the local, state, and federal levels. In our society, there has been an emerging awareness of the growing importance of the role of both the state and federal government in improving education.[10] Education increasingly must be seen as a total system in which local, state, and federal agencies have significant relationships with all other agencies in the planning and implementation of educational policies and programs. No one educational agency can function effectively without adequate communication with other agencies for each is dependent upon numerous interrelated forces and factors that make up the total educational system.

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Chapter II

Training and Development in Modern Organizations

MANY MODERN organizations place a great deal of emphasis upon training and/or development activities. Although the terms training and development often are used synonymously, in the literature concerning these aspects of organizational activity there are frequent attempts to differentiate between the two terms.[1] A popular, but simplistic, distinction is that animals are trained and that people are developed. The possible merit of this statement is the implication that training frequently relates to routinized behavioral skills and predetermined responses while development stresses the cultivation of the individual's capacities to apply knowledge and experience in dealing effectively with new and different concepts and situations. Additionally, training often implies remedial effort to correct some deficiency in the trainee while development ordinarily connotes a minimum of such remedial effort. From the viewpoint of time, training is perceived as having immediate objectives while the goals of development are more often long range.[2] Training usually pertains to current needs, is job oriented, and deals with quite specific task requirements while development attempts to meet predicted needs, is man oriented, and focuses on broad organizational requirements.

Development of Training in Industry

In early civilizations, craft skills and knowledges were transmitted from master to apprentice by direct instruction with the apprenticeship system making this transmission possible. Very early in history, provisions for governing apprenticeship were instituted by workers, whose pursuits and interests were similar, joining together in guilds for the purpose of mutual protection and assistance.[3] The workers holding membership in these guilds were master craftsmen, journeymen, and apprentices. The working conditions of the members were governed by regulations related to hours, tools, wages and other matters of concern. The guilds reached their peak during the 12th to 15th centuries and continued as a major means of training workmen until well into the 18th century.

In the United States, during the early 19th century, vocational training facilities were established in New York City under the leadership of Dewitt Clinton. The Congressional Land Grant Act of 1862 provided increased opportunities for the education of the sons of workers by providing courses at the higher education level in agriculture and the mechanical arts. As industries developed during the 1800's, they often conducted factory schools for employees. Another factor in the development of training in the late 19th century was the Young Men's Christian Association which offered trade training in commercial and industrial subjects.

During the present century a number of events occurred which contributed to further growth of training and development programs for workers. Early in the century the National Society For the Promotion of Industrial Education, eventually to become the American Vocational Association, was founded and became a significant factor in the development of education for workers. About the same time, the National Association of Corporation Schools, later to become the American Management Association, was organized; it was destined to become the leading organization for the training of managers of American corporations. In 1911 Fredrick W. Taylor published a book on scientific management which was based on his many years of applied research in various factory operations.[4] This book signalled the beginning of the modern era of scientific management for it elucidated scientific ways of doing work easier and more efficiently and stimulated the study and utilization of modern industrial techniques. The passage of the Smith Hughes Act of 1917 was a milestone in the history of education for workers because it provided a substantial, permanent appropriation for vocational education in agriculture and industrial trades. World Wars I and II brought about a dramatic intensification of emphasis upon job training programs and the methods developed during these periods continue to influence training programs in industry.

During the past two or three decades, training has mushroomed into a large scale activity in the industrially developed countries of the world. This activity is intended to reduce obsolescence among people and organizations in the face of relentless technological change. Directors of training in corporations of the United States today oversee an educational effort that comes near matching the dollar expenditure of the public school system. Employees of the modern corporation, from salesman to company president, can expect during their careers to be involved recurrently in training programs in the form of company conducted classes, tuition support for attendance at educational institutions, person-to-person coaching, or guided on-the-job experiences. Some corporations, such as the Bell Telephone Company and the General Motors Corporation, have gained unique reputations for their emphasis on training and development; in these corporations the typical supervisor or manager spends a substantial proportion of his working time in these activities.[5] Less than 30 years ago, the organization now known as the American Society for Training and Development was organized by a handful of persons interested in training; today the professional membership of this society exceeds 9,000, representing more than 3,500 different organizations.[6]

Training is attributed an ever increasing place of importance in industry for a number of reasons.[7] Among these are recent technological advances which have resulted in mechanizing or automating processes and organizational complexity with its accompanying need for intra-organizational coordination and communication. Recognition of the need for improving human relations by providing employees with opportunities which permit and promote self-actualization has also underscored the importance of training programs.

Improvement of Organizational Management

During the past 25 years, continuing and persistent efforts have been made to change managerial behavior through training and development activities.[8] In the beginning these attempts were focused on modifying the behavior of first line supervisors. Today, however, development programs aim to change behavior at all levels of management, reaching up to the top executive officer of the organization. These programs are conducted with the expectation that they will result in desired modification of the on-the-job behavior of executives. In the period of a single year (1966), perhaps a half million executives in the United States experienced on-the-job training courses, management seminars, or formal academic programs.[9] This number was nearly twice as great as for a similar period five years earlier. At least 40 institutions of higher learning offer advanced management training programs that range in duration from several weeks to several months.

A major reason for present-day emphasis on training and development in all types of organizations is the unprecedented rate of technological and social change. Nothing is constant except change and this is no more true elsewhere than in today's organizations.[10] People responsible for organizations are generally in agreement on the inevitability of increasing rates of change in the future. Ways of dealing with change range from the extreme of the laissez-faire approach, on the one hand, to Marxian control, on the other. Lying somewhere in between these two extremes is the alternative of planned change which seems to be preferred by many organizational leaders. Planned change employs social technology to meet the problems of society; people are not trained to operate fixed organizations but rather they are assisted in understanding the dynamics of organizations and in learning how to establish and achieve organizational objectives in a changing environment. The possibility of change in an organization probably depends upon whether people are viewed as innovating human beings, and whether there is a true climate for stimulating behavioral change.

Gellerman identified and described three strategies for the development of managerial talent; they were the jungle strategy, the education strategy, and the agricultural strategy.[11] He stated that of the three, the jungle strategy is the most commonly practiced; this strategy is based upon the theory that talent will naturally make itself apparent if only by outdoing the competition. In accordance with this strategy, managers are asked to identify the bright young men under their supervision on the assumption that the supervisor is in a position to assess not only the subordinate's present work but also his potentiality for management. Central to the education strategy is the belief that management consists of skills and knowledges that can be taught; hence this strategy stresses the inauguration of formal management development programs. Thus, raw managerial talent is passed through a management development process with the expectation that it will be transformed into a finished executive product. The so-called agricultural strategy rests upon the premises that effective managers are grown, not born; that most of this growth takes place outside of formal training programs; and, consequently, that executives should have the opportunity to work in a job environment that is as growth-conducive as possible. Although the popularity of the jungle strategy seems to persist, the management training and development programs of many leading organizations seem to indicate that the education and agricultural strategies will soon dominate and that emphasis will be upon the latter.

A significant step that can be taken in organizational renovation is the planned development and use of selected process competencies by organizational members.[12] These processes relate to such behaviors as active learning, influencing and being influenced, communicating, analyzing and planning, dealing constructively with conflict, and negotiating. Although organizational members often do not formally recognize that they practice these processes, it is their use of the related behavior that probably accounts for much of the progress made by many organizations. However, the more these processes are formally learned and practiced, the more skilled the organizational members can be expected to become in producing an organizational climate which will be conducive to formulating and achieving objectives. In present day society, such processes probably constitute one of the most promising approaches to managerial and organizational development.

Development of Subordinates

A critical responsibility of supervising executives, but one which is apparently frequently neglected, is the continuing development of subordinates. In many organizations, developing subordinates is a stated objective but, since related supervisory behaviors frequently bring few rewards, supervisors often tend to ignore this objective. A growth-inducing environment, an essential for optimum subordinate development, should result in the subordinate being assigned responsibilities that he and his supervisor believe are slightly beyond those for which he is ready. There should be feedback which gives the subordinate information on how his performance is rated by his superiors as well as information concerning his promotion prospects. Feedback on performance should be in terms of previously agreed upon, and clearly defined, performance criteria so that the subordinate can profit from the information he receives.

An important responsibility of a manager or supervisor in a growth-inducing environment is coaching and as a coach he must be, in accordance with organizational policy, wholly committed to helping subordinates become as successful as possible. The coaching supervisor helps the subordinate to understand the environment in which he is working; serves as a sounding board for, and a friendly critic of, the subordinate's ideas; provides the subordinate with facts and ideas from his own broader experience; and acts, on occasion, as devil's advocate testing the subordinate's plans before they are implemented.[13]

Recognizing the importance of on-the-job coaching can lead to reshaping the practices of management with respect to the training of subordinates for such recognition will demand that managers actively assume responsibility for developing subordinates. If this is to be the case, however, it will be necessary for the manager to develop faith in his subordinates and to delegate authority and responsibility to them. Although the subordinate may not perform a delegated function easily or adequately at first, his superior should be understanding and supportive, and he should be willing to shoulder the responsibility for mistakes when necessary.

Top executives can make one of their greatest contributions to the development of subordinates by the examples they set in day-to-day relationships with them. Since delegation flows down rather than up through the organization, top executives must both encourage and initiate the passing of authority and responsibility down the line. If development of subordinates is to be truly accepted as a priority responsibility by managers in an organization, top executives must not only accept and practice this responsibility but they must also evaluate subordinate managers in light of their effectiveness in meeting this responsibility and reward them accordingly. A difficulty in most organizations today is that managers are rewarded for making themselves appear successful, not for making their subordinate managers successful.

An organization should conduct an annual survey of manpower which includes evaluations, along with supportive data, of the present performance of managers and prospective managers so that this information can be used as one basis for determining their promotability. The development of back-up organizational charts can assist in assessing present and potential performance against the projected managerial needs of the organization. At least twice yearly each supervisory manager should report to his superior concerning the performance of each of his subordinate managers and clearly indicate what he is doing to develop them, particularly those who hold promise for promotion. Executives should be aware that the organization expects them to develop their subordinates and that their own promotion will depend to a considerable degree upon their success in this area of responsibility.[14] Often the main demand upon the executive is that of producing a product or service and this is frequently interperted as not being compatible with the development of subordinate managers. Because of an executive's commitment to line responsibility, he may regard each manager reporting to him as only a tool for getting a job done rather than as a potential future executive. Very often a newly appointed manager will tend to hang on to his old and familiar tasks and neglect the inherent duties of his new position. This is not suprising, for it is natural and easy for individuals to continue in their new positions some of the duties that they should have left behind.

Management and Leadership

The management process can be described in terms of seven components: decision making, planning, organizing, communicating, influencing, coordinating, and evaluating.[15] Decision making involves the selection of the best course of action from several alternatives to insure that organizational goals will be accomplished most effectively. Planning is intelligent preparation for action, based upon clearly conceived goals and objectives. Organizing means the identification of the necessary component activities to achieve goals, the assignment of managers for different groups of activities, and the determination of the authority relationships among the groups concerned with the different activities. Communicating insures the flow of information needed by members of the organization to make the decisions and plans for which they are responsible. Influencing is the guiding of subordinates to insure that they are aware of the goals of the organization and that they will work effectively toward their accomplishment. Coordinating provides for the integration of all management activity in order to achieve the organizational goals as effectively as possible. And, finally, evaluation aims to determine how well the organization, and its various elements, is achieving the purposes for which it was designed.

The functions of good managerial leadership include identifying the mission, defining the tasks to be accomplished and seeing that they are completed, analyzing the past and present in order to plan for the future, developing and executing plans for the future, and promoting personnel satisfaction. The responsibilities of managers may include formulating policies, gaining acceptance of short and long-range goals by subordinates, developing a functional organization by defining roles and assigning authority and responsibility, and monitoring and evaluating the effectiveness of organizational activities.

The manager's primary task is that of managing people: delegating responsibility to people, counseling with people, developing people, communicating with people, getting results from people, and handling grievances of people.

In the past, emphasis was on the discovery of managers but today there is a definite trend toward the development of managers. The need for managerial education and development has been intensified by the accelerated rate of change in society that has created new concepts of management and leadership which include a growing recognition that management is becoming a profession. The dual purpose of management development is to increase the effectiveness of managers in their present positions and to prepare them for future advancement to positions of increased responsibilities in the organization.

Management Theories X and Y

As a result of McGregor's writings,[16] two contrasting theories of management have been accorded a great deal of discussion during recent years. These theories have been labeled Theory X and Theory Y. Theory X relates to the traditional view of management which probably still influences managerial strategy in a large number of organizations in both the private and public sectors. According to Theory X the average man has an inherent dislike of work and will avoid it when he can; he is not only innately lazy but also irresponsible, self-centered, and indifferent to organizational needs; he must be directed, controlled, coerced and threatened if he is to put forth adequate efforts toward the achievement or organizational objectives; and above all else he seeks security. Theory X offers management an easy rationalization for ineffective performance of employees in the organization.

Theory Y, on the other hand, makes very different assumptions about the nature of the organizational worker. Theory Y holds that physical and mental effort in work is as natural as play; that the capacity for imagination and creativity in dealing with organizational problems is widely distributed in the employee population; that man will exercise appropriate self-direction in the accomplishment of objectives to which he is committed; that commitment to objectives is a function of rewards inherently associated with achievement; and that the average worker, under proper conditions, will not only accept but will seek responsibility. Theory Y further suggests that the intellectual and creative potentialities of the average human being are only partially utilized under the typical conditions of organizational life and that managerial practice should be geared to the employee's current level of maturity with the overall objective of promoting his development. Theory Y places the responsibility for problems related to organizational effectiveness squarely in the lap of management by implying that the reasons that employees fail to be effective in their roles are to be found in the management methods to which they are subjected.

The key to the art of managing, according to Theory Y, is the ability of the manager to show confidence in subordinates while exercising sound judgment to harmonize individual and organizational goals, to encourage subordinates to substitute self-control and self-direction for external control and threat, and to make it possible for subordinates to participate in making organizational decisions. One of the most basic ideas of Theory Y is that the assumptions we make about other people determine to a very great extent how we behave toward them and, perhaps more importantly, how we behave toward them determines how they behave toward us. If one assumes that a subordinate is lazy and indifferent, and treats him as if he is such, it is very probable that he actually will exhibit these characteristics in his behavior.

The preceding emphasizes the fact that the success of an organization is dependent upon the ability and knowledge of its managers. Managers have a need for a wide variety of knowledge, including knowledge of self and how to relate to subordinates. It is well known that knowledge tends to become obsolete; consequently, managers should keep themselves well-informed on advances made in that knowledge related to their roles. A manager seeking advancement cannot be satisfied with being able to perform as well as competing managers for only outstanding performance will earn organizational recognition.[17]

A fundamental characteristic of the effective manager is the ability to delegate responsibility and authority to his subordinates. In turn, he should encourage them to delegate to those for whom they are responsible. All managers in an organization should understand that in considering personnel for promotion and other rewards, particular attention will be given to effective delegation practices.

One measure of the effectiveness of an executive as a delegator is the degree to which he develops his subordinates.[18] A careful approach to delegation involves appropriate use of organization charts, job descriptions, reporting procedures, and on-the-job coaching sessions; it also involves the grading and scheduling of assignments with initial assignments being followed by more complex ones. If this approach is followed throughout the organization, it can be expected that in time the delegating powers of the executives in the organization will be strengthened.

Motivation of Employees

Motivation as it relates to job effectiveness and satisfaction has as much to do with the success of an organization as any other single factor. Organizational members are motivated by their needs and job-satisfaction is inseparable from need satisfaction. Maslow has proposed a hierarchy of human needs.[19] The hierarchy includes (1) physiological needs such as food, drink, clothing, and shelter; (2) security and safety needs such as job security, sick leaves, and lack of fear of deprivation; (3) social needs such as belongingness, friendship, love, and social activity; (4) ego needs such as status and reputation, competence and achievement; and (5) self-actualization needs such as self-realization of one's fullest potential. Once the lower level needs are satisfied they no longer serve as motivators of behavior but the individual thus becomes open to motivation by higher level needs. The importance of higher-level needs increases in a consistent pattern as lower-level needs are fulfilled. The higher an individual moves up the need hierarchy the more he will seek opportunities for responsibility, recognition, achievement, and self-development.

Unfulfilled lower-hierarchy needs of human beings preempt all other needs. An individual who is hungry will subordinate all higher-order needs in order to obtain food. In present day society, however, very few of the physical needs of most people are left unsatisfied and as a result higher-level needs attain greater importance. There are, therefore, two basic propositions concerning human needs, as explained by Maslow; the lowest unsatisfied needs must be appropriately satisfied before the next higher needs are able to motivate the individual and to the extent that needs are satisfied they will cease to motivate because a completely satisfied need will no longer be a motivator of behavior.

Morale

Although morale is an elusive element of an organization, it is one of crucial importance. For lack of a better description, morale of an organization may be thought of as its spirit as reflected by the state of mind of its employees.[20] It includes the thinking and feeling of employees about the nature of the work, working conditions, fellow workers, opportunity for advancement, freedom from arbitrary action, fairness of wages, and the leadership of management. Morale is a reflector of the satisfaction that employees are getting as they attempt to satisfy their own needs and, therefore, indicates whether the employees are presently getting what they want from their jobs and whether they are confident of the future in their jobs. All types of human relationships, particularly day-to-day relationships with fellow employees, relationship between managers and subordinates, as well as the employees' self-image are significant ingredients of morale. Morale also is related to the employees' commitment to the organization's mission and by their perception of the organization's success in accomplishing this mission. In other words, employees, like all other persons, get satisfaction from being on a winning team.

The factors that contribute to morale suggest the factors which would be impediments to its development.[21] These factors include lack of information about organizational mission and unit goals, poor working conditions, unsatisfying relationships with peers and supervisors, insufficient delegation of responsibility and authority, lack of recognition for work performed, and lack of opportunity for advancement. A number of "isms" which may characterize some organizations, such as paternalism, favoritism, nepotism, and provincialism, are detrimental to employee morale. The extent to which the abilities and interests of the worker are congruent with the demands of the job is likely to be a factor in the employee's morale. If the job demands are too far below his abilities he will tend to be dissatisfied and if they are too far above his abilities he may experience discouragement and possible failure. Having information about the effectiveness of the organization in terms of its goals and, particularly, information from superiors about his progress on his own job, usually contributes to the satisfaction of the employee.

The organization should promote morale by developing an environment which will permit individuals to realize a sense of organizational achievement on the one hand and to develop their own individuality on the other. It should be possible for employees to view their work with the organization as a vehicle for the achievement of personal goals as well as a contribution to the goals of the organization. Some managers believe that if the reasons for employee dissatisfaction are removed the employees will automatically become satisfied. There are at least two reasons why this is probably not correct. Studies have revealed that the factors which contribute to dissatisfaction do not necessarily contribute to satisfaction, with the converse also true.[22] The opposite to job satisfaction may not be job dissatisfaction but rather no job satisfaction; the opposite of job dissatisfaction may not be job satisfaction, but merely no job dissatisfaction.

Communication

Communication is at the heart of management. The typical executive probably spends from half to three-fourths of his time communicating, with most of this being done in individual face-to-face situations.[23] Undoubtedly, many of the difficulties of organizations either are caused or are complicated by inadequate or omitted communication. Partly because of the psychological need of organizational members, the typical organization today requires communication performance at an unprecendented level of excellence. When communication is generally good, organizational climate usually can be characterized as trusting and supportive mainly because free and candid expressions of feelings, ideas, and criticisms are encouraged. Communication, however, is complex rather than simple; it is often subtle rather than precise; and, of course, it is non-verbal as well as verbal. Many barriers due to differences of background, experience, and motivation confront communication systems and in the light of these barriers it is somewhat surprising that any two persons can ever thoroughly understand each other.

Carl Rogers has pointed out that active listening is a critical requirement of communication.[24] All individuals have the basic tendency to actualize and enhance themselves and, as a result, the best vantage point for understanding another person's ideas and behavior is from that person's internal frame of reference. Active listening requires that the listener grasp just what the speaker is attempting to communicate from the latter's point of view. Moreover, it is important that the listener convey to the speaker that he is truly hearing and understanding from the speaker's point of view. To listen actively, then, involves a complex set of behaviors in which the listener listens for total meaning which includes responding to feelings, interpreting all cues, and even allowing one's listening attitude and behavior to communicate with the speaker.

There are, however, a number of blocks to listening. Among these are forming evaluative judgments before really understanding what is said, distorting the speaker's ideas by attributing one's own thoughts to him, hearing what one wishes to hear rather than what is actually said, giving meanings to words unintended by the speaker, making unjustified inferences about what is said, being inattentive, exhibiting a closed mind, and last but not least, fear of being changed by what is being said by the speaker.

Purpose of Training and Development

Training and development programs today are characteristic of practically all types of organizations. Training is essential if an organization is to survive in a period characterized by rapid technical advances and pervasive social-economic change. It is believed that training contributes to sustained and self-generating development of organizational members which can help them to develop understanding and self-confidence, initiative, competence in decision making, and readiness for collaboration with others in the achievement of organizational goals. Training and development of employees may add significantly to the human capital of the organization by increasing employees' knowledges and skills, by preparing them for new responsibilities, and by developing their ability to contribute effectively to the goals of the organization.

Basically, the training needs of employees are determined by organizational needs brought about by the organization's actual or planned responses to pressures from within or from without.[25] The changes that the organization must make in response to these pressures become, in turn, pressures on employees to fit themselves to organizational demands. Employees then find need for new understandings, knowledges, and skills that may be acquired through training. Training is, indeed, an investment in the organization's most valuable resource: its employees. Training programs can enable employees to share in the vast storehouse of knowledge already acquired by others and to learn techniques and develop behaviors previously tried and proven.

The general purpose of training and development programs is ordinarily twofold. The first and immediate purpose is to improve the effectiveness of the organization by raising the level of performance of incumbents on their present jobs. The second purpose, long range in nature, is to develop those employees with recognized potential for future advancement to responsibilities in accordance with that potential. Both objectives are important and interrelated for improving incumbents on their present jobs also contributes to some degree to the long-range objectives of nurturing potential of employees for future advancement. More specific objectives, depending on the type of organization, may be to enable employees to adjust to increasing complexity of their jobs, to increase the competence of operators of expensive equipment, to regroup skills and knowledges among particular groups of personnel, to prepare people for new jobs being established, to provide for uniform performance in a particular kind of existing job, to stimulate innovation throughout the organization, and to develop the leadership behavior of managers. In the final analysis, the overall aim of the training process is to insure organizational effectiveness.

Training and development is directed at continuing, systematic development of executive, supervisory, and non-supervisory personnel with respect to the knowledges, skills, and attitudes that are necessary or desirable for optimum performance in their positions. Even if employees are only to remain suited to their present jobs, training and development must be conducted continuously as both jobs and employees change. Moreover, employees must be fitted to jobs if they are to obtain optimum satisfaction from their work performance.

Methods of Training

The wide range of methods utilized in training and development programs includes job rotation, coaching, internships, seminar discussions, role playing, case studies, laboratory (sensitivity) training, special assignments and committees, orientation sessions, management games, selected readings, lectures, demonstrations, films, forums, and programmed instruction. A recent study reported that the top ten training approaches used by manufacturing firms were ranked as follows: (1) job instruction, (2) conferences and discussions, (3) job rotation, (4) special study, (5) lectures, (6) apprentice training, (7) coaching, (8) programmed instruction, (9) films, and (10) case studies.[26] The top training techniques reported to be used by non-manufacturing firms were job instruction, conferences and discussions, job rotation, special study, and lectures.

Training and development methods are often classified in terms of two major categories, namely, on-the-job methods and off-the-job methods.[27] On-the-job methods include job rotation, coaching (including performance appraisal and feedback), special job and committee assignments, and understudy methods including the internship. Off-the-job methods tend to emphasize lectures, discussions, role playing, laboratory training, and business games. Off-the-job approaches to training and development frequently utilize organized courses, seminars, conferences and workshops on the assumption that they will help the participant to increase his knowledge, to learn new theories and technologies, to interpret past experience, and to develop increased awareness of human and technical factors involved in job situations.

Programs for the development of managers tend to place less emphasis upon organized courses, lectures, assigned readings, and other activities commonly identified with the training of workers and emphasize instead such approaches as on-the-job coaching, individual counseling, guided experiences in understudy positions, and internships. These latter approaches are based upon learning concepts that stress giving simultaneous attention to the individual and to his work environment. Methods of training and development, ranging from most related to the job to least related, possibly can be listed as follows: actual training on-the-job, simulating life on-the-job by role playing and gaming, sampling life on-the-job through use of case studies, laboratory training directed toward organizational development as contrasted with personal development, individual training, formal class discussions and, finally, lectures.

Training approaches such as organized courses and seminars, lectures, job rotation, apprenticeship and internship, selected readings, and orientation sessions are well-known to persons responsible for personnel training and development in practically all types of organizations. There are other methods, however, such as sensitivity training, task-orientated laboratory training, role playing, case study discussions, and management games that have been utilized extensively in some types of organizations and relatively little in other types. Each of these latter methods will be discussed briefly.

Sensitivity Training

The training and development approach that probably has been stressed more than any other by business and industrial organizations during the past two decades is that of laboratory training, more commonly referred to as sensitivity training or T-group training. The major purpose of sensitivity training is to develop the participant's insight into his own feelings, values, and behavior as these relate to his interpersonal relationships.[28] More specifically, sensitivity training is intended to develop the participant's understanding of himself, his sensitivity to others, and also his ability to diagnose group problems and understand their complexities, to listen and to communicate, and to contribute appropriately to group processes. It is assumed that the effectiveness of a leader will be limited unless he recognizes the impact of interpersonal relations. The participant in sensitivity training is expected to learn to understand better how groups function and to be knowledgable of the consequences of different kinds of behavior in group situations. He is expected to become more observant and analytical, develop changed attitudes toward himself and others, and know how to help improve group action. As an outcome of all of this, the participant should understand how a group forms, how individuals within the group relate to one another, how the group deals with its problems, and how it maintains itself.

Sensitivity training does not include factual content to be taught and the experiences of the trainee group are highly unstructured. Learning content is primarily in terms of group processes which include behavior related to feeling, problem solving, communicating, influencing, supporting, conflict resolving, and decision making. The role of each participant is assumed to be an active one. Although a professional trainer is usually present at training sessions, his interventions with the group are relatively infrequent. The trainer does serve as a resource person when needed, and he may suggest topics and assignments for the group and give assistance in reviewing and evaluating group experiences.[29] Often, however, the trainer will sit apart from the group in order to let the members know they are fully responsible for group activities.

Although sensitivity training groups may include various kinds of organizational personnel, they commonly are designed to correspond with one of the four following patterns: managers from different organizations, members of the same organization having similar organizational ranks but different functional responsibilities, members of the same organization but with different ranks and responsibilities, and a functional group including a manager or supervisor and his work group.[30] Sensitivity training groups may include up to 20 or 25 participants but the literature suggests that if there are more than ten people in a group some will tend to remain silent. Of course, participants who are active in the group can be expected to be more effective learners than those who are not.

The controversy as to whether sensitivity training is effective for increasing managerial competency has flared periodically, particularly since the Argyris-Odiorne dialogue in 1963.[31] Opponents point out that there is little evidence that sensitivity training results in any substantial change in the way most participants behave when they are back on their jobs. They argue that any changes in behavior that do occur appear to be quite limited in scope and do not contribute significantly to improved job effectiveness. The proponents of this type of training maintain that research and experimental results indicate that when sensitivity training programs utilize adequate methods of analyses, employ feedback systems, and emphasize experience-based concepts of learning they are effective in producing changed behavior on the job. Nonetheless, there appears to be a need for obtaining better evidence concerning the transferability of the learning that takes place during sensitivity training to organizational settings. Perhaps a basic problem concerning effectiveness of sensitivity training is the nature of the organization itself, for the new attitudes and styles of behavior learned may not be wanted or even allowed in the organization.

Task-Oriented Laboratory Training

During recent years, the organizational training laboratory approach to developing managers has been developed. This laboratory approach, unlike sensitivity training, attempts to develop the appropriate behavior of a manager associated with others as a leader or as a member of a team within the context of a task-oriented organization.[32] In the organizational training laboratory the learning experiences focus on the problems of management in organizations by offering structured, task-oriented learning experiences directly related to management. The participants have problems to solve, decisions to make and tasks to complete. They learn not only how to integrate their experiences but also how to develop a frame of reference for organizing the information they have acquired. There is some evidence that the task-oriented organizational laboratory approach to training promises a greater impact than sensitivity training on actual managerial performance. For this reason some training specialists believe that the organizational training laboratory will, to some extent, replace sensitivity training as an approach to developing managers. In the organizational training laboratory a manager learns in a situation that is consciously related to his job in the organization and as a result his learning is probably more easily transferable to that job.

Role Playing

Role playing, another method frequently used in programs of training and development, provides the participant with the opportunity to carry out the major aspects of a role in a make-believe setting.[33] The role player can actually communicate with people, face problems, make decisions, and initiate action, rather than merely verbalize about rather abstract situations and processes. He is thus enabled to get the "feel" of an actual role. Participants appear to respond favorably to acting out real on-the-job roles in an outside environment. This training approach permits the participant to play a role in a relatively safe environment and provides him with feedback both during his learning activity and immediately afterward.[34] The role player may find himself working at a simulated office desk with full in-baskets and even ringing telephones. A wide range of problem situations can be introduced into the role and the participant in dealing with these problems may take the various kinds of actions ordinarily open to the incumbent of the actual role.

Case Studies

The case study is another method frequently used in training and development programs.[35] This method makes it possible to expose trainees to situations and problems well beyond those they would likely meet in their ordinary work, and to present these aspects of real life in slow motion, so to speak, in order that they can be studied in detail. The actual case study, usually made available to participants in advance of the training session, can present a wide range of objective and subjective information about situations that have actually occurred in a particular organization. The case may utilize narrative enumeration of events, statements by principal actors, organization charts, committee reports and other information as selected by the case writer. These materials are presented without interpretations and usually from the viewpoint of only one observor. Participants are expected to prepare themselves thoroughly in advance by becoming familiar with the facts of the case and by thinking of ways of relating these facts so that a clear understanding of the situation is gained. The case method encourages participants to take more facts into account than they ordinarily would, to analyze them carefully, and to organize them so that they are useful in developing an understanding which will lead to effective action.[36]

Both role playing and the case method present a standard situation to all participants, develop high personal interest through individual involvement, use stimulating ways for presenting real-life situations, and encourage free exchange of ideas through discussion. In addition, both methods make possible the development of various possible solutions to the problem presented and provide an opportunity for participants to practice decision-making skills and behaviors without suffering the consequences of mistakes that may be made.

Management Games

The management game, a relatively new method for training managers, offers opportunity for sequential decision-making experiences structured around a model of an organization in which the participants in the game manage the simulated operations. Managers are thus enabled to make the same type of operating and policy decisions as they would on the job, but in a safe environment.

Two unique features of management games are a novel use of the time dimension and the objectivity of the feedback.[37] The time dimension calls for consideration of the present and the future simultaneously and the objective data involved in the feedback allows the participants to evaluate the effectiveness of their decisions. Although management games often have stressed competition among participating teams, an increasing number of games provide for competition only in the sense that each team of participants strives to operate as efficiently as possible in a similar or identical environment. Particular advantages of management games are that participants may experiment safely with various management strategies and that a time period of several months of operation may be simulated in a training session lasting only one day. Management games also have their limitations for they ordinarily cost more in money and personnel than other training and development methods and they require more time than a number of other methods.[38]

Planning and Evaluating Training and Development Activities

Training and development methods are obviously only means to an end, that end being increased organizational effectiveness. Even though participants in training programs may express high satisfaction with the training experience, this, in itself, is no evidence that the training activities will influence the trainee's behavior. The first and critical task in planning and conducting training and development programs is to analyze and describe the behavior to be developed. Following this, consideration is given to the content of training, the nature of the learner, and the training approaches to be utilized. Training techniques, however novel or exciting, are useless gimmickry unless they are appropriate to training objectives derived through behavioral analysis. Only after definite behavioral objectives have been established should decisions regarding various mixtures of training techniques and methods be made. The training techniques will prove to be valuable to the degree that they motivate the trainee to improve his behavior, provide for his participation in active learning, give him knowledge of the results of his learning, and promote transfer of his learning experience to his job.

An organizational manager should be aware that a generally positive attitude on his part toward employees and their personal development helps to make the organization a good place in which to work and to grow.[39] Such an attitude tends to elicit from organizational members application and initiative which foster work satisfaction. An unfavorable climate will exist where the manager opposes changes in the traditional patterns of operation. A better situation will exist, of course, where the manager tolerates some change even if he does not initiate it. The most favorable climate will prevail when the manager is eager for change and is both willing and able to exert the effort necessary to change the organization in a significant way. In such a climate, organizational officers with responsibilities for training will be able to assume organization-wide responsibility for establishing training objectives and programs, developing a training organization that will function effectively, and improving their own professional competence.

Training and development programs have grown rapidly in recent years and along with this growth there has been a marked increase in the resources committed to these programs. No one would question the need for training and development in modern organizations but legitimate questions can be raised about the actual contribution of some of the existing training and development programs. There are growing complaints about ineffectiveness and waste in training and development activities accompanied by an increasing demand on the part of top management for a measurable return on the investment in these activities.[40] Too often what has been learned in expensive off-site organizational development programs does not get implemented into action back home on the job. Effective collaboration between organizations and training institutions is essential to determining training goals and strategies, providing follow-up services from the training institution, and insuring support for innovation behaviors from within the organization itself. To remain competitive and effective in today's world, each organization must insure the cost-effectiveness of every aspect of its operations; training and development programs cannot be considered an exception to this guideline.

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Chapter III

Training and Development Needs of State Education Agencies

STATE EDUCATION agencies must recognize the need for training and development programs for their employees for several important reasons. Pre-service training programs specifically designed to prepare professional people to serve in most state education agency roles, especially the more crucial roles, really do not exist and it would probably be impractical to establish such programs. Most professional personnel entering these agencies have been prepared to function at the local school district level and they have had their professional experience at that level. In the employment of personnel, state education agencies must compete with local school districts, colleges and universities, business and industry, and even the United States Office of Education for qualified professional educators. This competition is likely to mean that often it is not possible to employ the persons desired for the positions available. Very often, too, state education agencies cannot pay the salaries necessary to compete with other organizations in attracting qualified staff members. Changing demands with respect to education, and the resultant changes in goals and functions of state education agencies, necessitates constant upgrading of personnel who, at the time of their employment, were reasonably competent for their assignments. Such factors as these clearly indicate that state education agencies, perhaps more than most other organizations, have need for continuous development of staff members.

Unique Needs of State Education Agencies

It can be expected that the staff development needs of state education agencies may differ quite significantly from those of industrial and manufacturing organizations. The majority of the employees of state education agencies are professional personnel, and the products of state education agencies are in the form of services and leadership rather than material ones. There is no place for mass-production assembly lines in educational organizations.

The nature of the roles of the professional employees in state education agencies is especially important to training and development in these agencies as they are multi-professional organizations.[1] That is, incumbents of the different types of positions in these agencies identify with, and are very often members of, various external educational organizations, each of which may interpret differently the goals and means of education. Consequently, personal goals and expectations of the professional employees will likely be influenced by their loyality to the external organizations with which they identify. The training and development problems in state education agencies probably are complicated by the varying degrees of commitment of professional employees to external organizations.

The concept of motivation must be a central concern of those in state education agencies who are responsible for training and development of staff. For example, the assumption can safely be made that Maslow's lower levels of human needs, as experienced by state education agency employees, are well satisfied and that higher-level needs motivate the professional personnel of these agencies.[2] Salary levels, tenure, sick leave, and other fringe benefits should insure the physiological and security needs of these personnel to the extent that the lower levels of needs no longer serve as significant motivators. The basis of motivation of professional personnel will be found in human needs such as belongingness, achievement, recognition, and self-realization of one's fullest potential.

Training and development needs of state education agencies can be thought of as either maintenance needs or renewal needs. Maintenance needs are those that must be satisfied if previously achieved levels of efficiency and effectiveness are to be maintained while renewal needs are those that must be met in order to achieve a new and higher level of efficiency and effectiveness which enables an agency to make appropriate innovative responses to emerging conditions.

Previous Survey of Personnel Administration

No comprehensive survey of training and development needs of personnel of state education agencies has been reported; however, Morrisett and associates did report a comprehensive study of the broad area of personnel administration in the 50 state education agencies which dealt with staff training and development to some extent.[3] This study included a review of pertinent literature dealing with modern concepts of personnel administration; an extensive survey of personnel management practices in business, industry, and government; and a comprehensive report of the personnel practices existing at that time in state education agencies. Data regarding personnel administration in the state education agencies were obtained by in-depth interviews and a comprehensive questionnaire. The investigators operated on the premise that vigorous personnel administration in state education agencies is essential to the achievement of these agencies' objectives and goals. The general finding was that the 50 state education agencies differed markedly in numerous ways with respect to personnel administration but that all of them had one common need: improved personnel administration.

Morrisett reported that the staff members interviewed in the various agencies stressed strongly the need for agency-wide employee development programs to meet continuing and special training needs of employees but that no such programs appeared to exist. To the question, "What do you believe is the most critical part of the personnel management program needing improvement?", the predominant response was "Communications." Those interviewed believed that procedural information in the agencies tended to be adequate but that information concerning agency philosophy, goals, policies, and programs definitely was inadequate. The consensus of the interviewees was that existing training and development activities could not be considered adequate. Desired activities most frequently suggested were tuition reimbursements for outside classes, travel expense to attend conferences and workshops, skills training during working hours, sabbatical leaves for professional staff members, and travel to other state education agencies to observe innovative programs.

Status and Need for Staff Development in State Education Agencies

As a part of the Interstate Project for State Education Agency Professional Staff Development, a survey of the present status of and need for staff development in these agencies was conducted in the spring and summer of 1972. The survey was conducted by means of a two-part questionnaire sent to each of the 50 state education agencies.* Part I requested general information concerning training and development activities, including organizational structure for agency-wide training and development, nature and extent of training activities, and budgeted expenditures for these activities. Part II of the questionnaire solicited responses concerning the present extent of staff training and development in 11 possible areas of need and also the perceived amount of additional training and development necessary for meeting adequately each of these areas of need. All fifty agencies completed most parts of the questionnaire and all returned it.

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* *A copy of the questionnaire can be found in the Appendix.*

Before presenting and interpreting the data obtained by the questionnaire, it may be well to point out that these data reveal only a general picture of the present status of and need for state education agency staff development activities. The data are not intended to suggest a definite picture of the needs of any particular agency. Each agency must, of course, determine who needs training and what training they need.[4] In seeking to answer such questions, the agency should make an analysis of organizational goals, climate, and resources; of the various positions within the organization; and of the individuals in these positions. Each agency should focus attention on its own needs, decide what particular training and development activities can best satisfy these needs, and determine priorities in terms of the resources that can be made available.

Eleven major areas of staff development were established as a result of a study of training needs in the state education agencies participating in the Interstate Project for State Education Agency Professional Staff Development and of a review of the literature dealing with training and development needs of professional employees. The areas of development established were orientation of new employees, establishment of objectives of the agency, intra-agency communication, communication with relevant reference groups, improving human relations skills, developing leadership skills, developing consultation skills, new concepts and practices in education, program planning and development, management by objectives, and accountability of personnel. In Part II of the questionnaire sent to state education agencies, the 11 areas of staff development were listed and each agency was requested to indicate on a five-point scale both the present extent of staff development and the additional development needed for each area. The number 1 on the scale was defined as "none at all" and the number 5 as "extensive." Four of the 50 agencies did not respond to all of the areas of staff development and for these states it was assumed that no response meant that present development or additional need did not exist and, therefore, that area of development was given a number 1 rating.

Data pertaining to the present extent and additional need of staff development for the 11 areas of development in the 50 state education agencies are reported in Table III. It can be noted from this table that the scores for the present extent of

Table III

Present Extent of Staff Development and Additional Staff Development Needed for Eleven Areas of Development In the 50 States, 1971-72

Area of Staff Development	Present Extent of Staff Development					Additional Staff Development Needed					Averages for 50 States		Ranges for 50 States	
	None at all 1	2	3	4	Extensive 5	None at all 1	2	3	4	Extensive 5	Present	Needed	Present	Needed
Orientation	3	20	19	6	2	5	2	15	13	15	2.68	3.62	1 to 5	1 to 5
Objectives	1	9	11	19	10	3	13	11	7	16	3.56	3.40	1 to 5	1 to 5
Intra-A. Com.	5	20	16	7	2	2	7	12	16	13	2.62	3.62	1 to 5	1 to 5
Com. w. Groups	7	17	20	4	2	3	6	17	15	9	2.54	3.42	1 to 5	1 to 5
Human Relations	10	16	15	9	0	1	3	9	21	16	2.46	3.96	1 to 5	1 to 5
Leadership	5	21	16	6	2	1	4	12	19	14	2.58	3.82	1 to 5	1 to 5
Consultation	9	13	16	11	1	4	9	13	13	11	2.64	3.36	1 to 5	1 to 5
New Practices	4	8	24	12	2	3	7	15	14	11	3.00	3.46	1 to 5	1 to 5
Prog. Planning	2	13	19	10	6	2	8	7	19	14	3.10	3.70	1 to 5	1 to 5
M.B.O.	4	16	7	16	7	3	7	10	14	16	3.12	3.66	1 to 5	1 to 5
Accountability	7	21	9	11	2	2	6	9	14	19	2.60	3.84	1 to 5	1 to 5
All Areas	57	174	172	111	36	29	72	130	165	154	2.81	3.62	1.63 to 4.36	1.00 to 5.00

staff development ranged from 2.46 for improving human relations to 3.56 for establishing objectives; scores for additional staff development needed ranged from 3.36 for development of consultation skills to 3.96 for improving human relations. Improving human relations was the area of staff development least provided at present and it was also the area for which additional development was deemed most needed. The range of scores among the states was from 1 to 5 for each area of development for both the present extent of development activities and the additional activities needed. The average score for all 50 agencies for the present extent of training and development activities in all of the areas was 2.81, slightly below the middle of the range, while the average score for all agencies for additional activities needed was 3.62, considerably above the middle of the range.

In Table IV data concerning the present extent of staff development and additional development needed in the 11 areas of development are reported in terms of the scores attributed to the different education agencies. With respect to the present extent of staff development activities, six agencies had scores between 1.00 (none at all) and 2.00, 29 between 2.01 and 3.00, 14 between 3.01 and 4.00 and only one between 4.01 and 5.00 (extensive). With respect to additional staff development activities needed, only one agency scored between 1.00 (none at all) and 2.00, 10 between 2.01 and 3.00, 18 between 3.01 and 4.00, and 21 between 4.01 and 5.00 (extensive). Only 15 agencies had scores above the average on the scale for present extent of staff development activities, while 39 had scores above the average on the scale for additional staff development activities needed. Clearly, agency-wide training and development activities are not highly developed in state education agencies at the present time.

Table IV

Present Extent of Staff Development and Additional Staff Development Needed in the 50 State Education Agencies

Present Extent of Staff Development	No. of States	Additional Staff Development Needed	No. of States
1.00 (none at all) - 2.00	6	1.00 (none at all) - 2.00	1
2.01 - 3.00	29	2.01 - 3.00	10
3.01 - 4.00	14	3.01 - 4.00	18
4.01 - 5.00 (Extensive)	1	4.01 - 5.00 (Extensive)	21

One state education agency considered itself to be in the fortunate position of having no need for additional staff development activities in any of the 11 development areas; this agency also reported no existing staff development activities for eight of the 11 areas. Three agencies reported a need of 5.00 (extensive) for additional training in all 11 areas of staff development.

Addition of the mean score for all states on the scale representing present extent of staff development and the mean score on the scale representing additional staff development needed was considered to give a mean score representing the grand total of staff development needed for each of the 11 areas of development. These data are reported in Table V. The area of staff development for which there was greatest total need was also the area where the existing staff development was greatest (establishing objectives of the agency). In fact, the correlation between the scores for total need for staff development and the scores for existing staff development was quite high. The area of staff development where there was the greatest discrepancy between total need for staff development and present extent of staff development was that of "improving human relations";

Table V

Present Extent of Staff Development, Additional Staff Development Needed, and Total Staff Development Needed for the 50 States, By Ranked Areas of Staff Development, 1971-72

Area of Staff Development	Present Extent of Staff Development		Additional Staff Development Needed		Total Staff Development Needed	
	Mean Score	Rank	Mean Score	Rank	Mean Score	Rank
Establishing Objectives	3.56	1	3.40	10	6.96	1
Program Planning and Evaluation	3.10	3	3.70	4	6.80	2
Management by Objectives	3.12	2	3.66	5	6.78	3
New Concepts and Practices	3.00	4	3.46	8	6.46	4
Accountability of Personnel	2.60	8	3.84	2	6.44	5
Improving Human Relations	2.46	11	3.96	1	6.42	6
Developing Leadership Skills	2.58	9	3.82	3	6.40	7
Orientation of New Employees	2.68	5	3.62	6	6.30	8
Intra-Agency Communication	2.62	7	3.62	7	6.24	9
Developing Consultation Skills	2.64	6	3.36	11	6.00	10
Communication with Groups	2.54	10	3.42	9	5.96	11
All Areas	2.80	—	3.63	—	6.43	—

in this case, the score for total need had a rank of six while the score for present extent had a rank of 11.

The data reported in the preceding paragraphs and tables leave no doubt concerning the status of training and development in the state education agencies as judged by those agencies themselves. The need is great but present efforts to meet the need are grossly inadequate.

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Chapter IV

Training and Development Models for State Education Agencies

STATE EDUCATION agencies must have highly competent, well educated, and innovative manpower if they are to carry out their functions of leadership, consultation, and administration effectively.[1] Not only is it extremely important that these agencies recruit and select new personnel in a most careful manner but also they must invest time and other resources in the continuing professional development of employees, particularly those in positions calling for leadership. Individual motivation and learning activities no longer are sufficient to enable personnel in state education agencies to meet the challenges of accelerating social and educational changes. During the past decade the staffs of these agencies have grown very rapidly and they have been called upon to provide many new leadership services; it is such factors that underscore the need for agency-wide training and development.

Special Characteristics of Educational Organizations

State education agencies, like other educational organizations, have special characteristics which should be taken into consideration when planning training and development programs. Most personnel in these agencies are well educated professional workers who desire, and are expected, to handle their assignments on a more or less independent basis. This type of employee should be allowed to determine, within reason, his own solutions to the problems which arise in his work. Training and development activities should be directed not only to upgrading the professional worker but also to encouraging him to offer willingly to the organization all the talents he possesses. The professional employee should be assisted to develop the type of personal and group relationships that foster a creative environment in which he can produce ideas and in which he can help other people to act on those ideas.

Professional employees in state education agencies may tend to be uncommitted to organizational demands and even organizational goals unless they are appropriately motivated to direct their commitment to these demands and goals. Frequently, professional employees are inclined to permit their loyalties and commitments to professional societies to take precedence over those to the organization in which they are employed.[2] Since there is a positive correlation between the amount of education that an individual has had and his need for autonomy, it is important that professional employees of state education agencies participate in establishing the goals for their own position as well as those of the organization. If this is accomplished, these employees will recognize that their unique professional commitments are more apt to be included in the goals of the organization and they can, therefore, support those goals while retaining their professional integrity.

Every public organization must be concerned with continuing self-renewal if it is to function efficiently in a changing society; that is, it must possess the ability to change itself and solve its own problems.[3] Organizational self-renewal involves the application of diagnostic and intervention techniques which will make the organization increasingly more capable of setting new kinds of objectives and utilizing effectively all kinds of resources. Organizational self-renewal is dedicated to and promotes the ideal of dynamic functioning in response to evolving needs and values. Organizational change always means that there will be periods of transition during which it will be necessary for members of the organization to develop new attitudes and to learn new skills and behaviors. During these periods of transition the organization will need to emphasize training and development activities which will enable employees to set new kinds of objectives, to create new roles for achieving objectives, and to utilize new kinds of resources. This will mean accomplishing the difficult tasks of changing the basic beliefs, value systems, and objectives of the organization.

Need for Training and Development

Morrisett and associates in their study of personnel administration in state education agencies found that these agencies placed very little emphasis on training and development.[4] Generally, there was a lack of incentive plans, personnel development programs, and effective employee utilization. Training activities usually consisted of staff discussions in the work units which occasionally included visiting speakers with specialized knowledge. The authors recommended that inventories of developmental needs of all personnel be made and that employee development programs be established to improve employee performance, to prepare them for advancement, and to sensitize them to changing educational needs and demands.

It is a truism that state education agencies should be especially sensitive to the changing conditions and needs related to education and that they should provide the leadership necessary to respond appropriately to these changing conditions and needs. Of all public organizations in our society, state education agencies should be expected to be among the most innovative. An innovative organization pays particular attention to its climate to make sure that it is receptive to new ideas, goals, and programs. The climate should be one in which the members look upon one another as resources rather than competitors; it should be characterized by openness and mutual respect so that personal differences can be confronted and resolved; and perhaps most important of all, it should regard feedback on performance as a mutual responsibility among members so that all can learn to contribute more effectively to organizational goals.

Commitment to Training and Development

Training and development activities are essential if any significant innovative program is to be implemented and maintained, but these activities will rarely be successful unless top executives of the organization are involved; they themselves must be growing psychologically and exhibiting innovative behaviors.[5] Top management should be involved in setting the goals of training and development programs and participating actively in them. This will increase the likelihood that the climate of the organization will encourage and reinforce the behavioral change produced by the program. Without this type of organizational climate the members may become frustrated and it is likely that the desired change will not be accomplished.

The training and development program is not an end in itself, but rather an invaluable resource available to an organization to assist it in reaching its goals and in setting new goals. Such a program attempts to assure the fullest utilization of each employee's talents and capabilities in terms of organizational needs and is a vital factor to organizational growth and development as well as a significant aspect of effective manpower planning. The necessary steps in the establishment of proper objectives for training and development programs include an analysis of all personnel to determine their strengths and weaknesses and an analysis of the environment in which the organization exists to determine its desired future course and resulting personnel requirements. The professional worker probably cannot be trained in the true sense of the word but he can be provided with the incentives, knowledge, and environment which will encourage him to contribute his fullest potential to organizational achievement.

Planning for Training and Development

The critical skill in the process of organizational development is the diagnosis of difficulties to be corrected.[6] It is essential to have a clear view of the organization's strengths and its weaknesses; to know how well the organization's personnel resources are functioning in terms of their capabilities. Questions of who shall be trained and how they will be trained are secondary to this more fundamental concern. Assessment of the organization's capabilities and needs is a most crucial aspect of organizational development. It is very frequently overlooked, however, and planning for organizational development too often begins with the choice of training methods. When this is the case, the choice of methods may be made on the basis of novelty, common usage, or reported success in other organizations rather than in terms of the real needs of the organization for which the development program is planned.

Today, a major concept relative to training and development is that of program continuity; continuing development aims to keep employees in readiness to adapt to changes with maximum efficiency and effectiveness.[7] The importance of knowledge to the effective behavior of educators necessitates continuous upgrading of professional competencies and skills. Training and development programs should concentrate on developing the ability of employees to adapt to change, to utilize conceptual knowledge in solving problems, and to be open-minded and innovative. The emphasis of the programs should not be directed primarily to finding solutions for immediate problems but rather it should focus on developing the ability of employees to diagnose educational conditions and needs and on cultivating innovative behaviors appropriate to deal with them.

In modern organizations of all types, training and development can no longer be considered an ancillary activity; it must be an integral part of organizational functioning.[8] Training and development should emphasize behavioral outcomes rather than knowledge acquired, evaluation in terms of results rather than of testimonials, and follow-up and coaching on the job rather than merely granting a certificate upon completion of the training activities. The growing tendency for organizations to develop within their own staffs the competence for training and development rather than depending on outside consultants to provide this important service has merit. Nonetheless, training and development, in and of itself, should not be considered an organizational panacea for it is only a means to an end and must be planned and conducted in relation to other aspects of organizational development such as defining goals and creating an organizational environment receptive to innovative ideas and practices.[9]

The planning of training and development programs involves a number of important steps. First, organizational needs in terms of desired behaviors are identified and these behaviors are analyzed and separated into their important components. Second, employees most in need of developing the identified behaviors are selected and the characteristics of these employees to be instructed are determined. Then, the content and learning activities of the training and development program are planned and appropriate tests developed to measure the extent to which trainees acquired the behaviors the program was designed to teach. Finally, an organizational environment is fostered that will continually provide encouragement and rewards to the employees who exhibit the behaviors indicated by the instructional objectives.[10]

Survey of Training and Development Programs in 1971-72

The survey of training and development needs and activities in the 50 states, described in Chapter III, obtained data concerning programs currently conducted by state education agencies having an officer and/or a committee charged with the responsibility for agency-wide staff development. In analyzing the data reported on the survey instrument pertaining to agency-wide training and development, it was not assumed that state education agencies without such an officer or committee conducted no training and developing activities; in fact, it was assumed that all 50 agencies conducted such activities at the divisional and/or unit level. However, agencies not reporting an officer or a committee were not asked to report on programs conducted and participants attending them since the purpose of the survey was to obtain information about agency-wide activities only.

Thirty of the 50 state education agencies reported that they had an officer and/or committee assigned the responsibility for agency-wide training and development while 20 states reported that they had neither an officer or a committee assigned to this responsibility. The number of training and development meetings, held during the 1971-72 fiscal year, the different durations of these meetings, and the number of participants in these meetings for 29 of the state education agencies having an officer and/or committee charged with agency-wide training and development are reported in Table VI.* A total of 365 meetings were held, an average of 12.7 meetings per state. Of these meetings the greatest number were less than one-half day in length. The total number of persons participating in the 365 meetings was 8,922. More than a third of the total attendance was at meetings of less than one-half day in length and almost a third of the attendance at these meetings was in only one state. On the other hand, 63 meetings lasting more than two full days, an average of 2.1 meetings per state, were conducted with a total attendance of 2,484 persons. One thousand of these participants were in a single state education agency.

The 30 state education agencies that have an officer and/or a committee responsible for agency-wide training and development were requested to report in rank order the five topics most frequently considered in meetings initiated by that officer or committee. Table VII reveals that in four agencies the topic considered most frequently was "orientation of staff members" and in four other agencies the most frequent topic was the "improvement of management." "Objectives, roles, and functions of the agency" was the topic most frequently considered in three states while the topics of "budget planning and development" and of "future forecasting and planning" each were considered most frequently in two states. The 15 remaining agencies each reported other topics but no two of these agencies reported the same topic.

Table VIII shows the topics reported which were considered least frequently (5th ranked) in training and development meetings initiated by the officer or committee responsible for agency-wide staff development. Each state education agency was requested to report the five topics most frequently considered, in

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* *Data for one of the state education agencies having an officer or committee (Hawaii) are not included since most of the meetings in that state are held at the local level for local school personnel.*

Table VI

Number of Training and Development Meetings, and Number of Participants, Initiated by the Officer or Committee Responsible for Agency-Wide Staff Development in 29 States During a Twelve-Month Period, 1971-72

Duration of Meeting	Number of States Reporting Meeting	Range in Number of Meetings Per State	Total Number of Meetings	Average Number of Meetings Per State	Range in Number of Employees Participating	Total Number Participating	Average Number Participating Per State
Less than one-half day	13	0 to 30	119	4.0	0 to 1000	3,164	109
One-half day	14	0 to 15	91	3.1	0 to 400	1,460	50
A full day	12	0 to 17	60	2.1	0 to 450	1,400	48
One and one-half days	4	0 to 4	11	0.4	0 to 90	150	5
Two full days	9	0 to 4	21	0.7	0 to 60	264	9
More than two days	16	0 to 10	63	2.1	0 to 1000	2,484	86
Totals	—	——	365	12.6	——	8,922	—

Table VII

Topics most Frequently Considered in Meetings Initiated by the Officer or Committee Responsible for Agency-Wide Staff Development

Topic	Number of States
Orientation of Staff	4
Improvement of Management	4
Objectives, Roles, and Functions of Agency	3
Budget Planning and Development	2
Future Forecasting and Planning	2
Other Topics Reported by Only One State	15

rank order from most frequent to least frequent. Twelve agencies did not report a fifth topic. Of the eighteen agencies that reported a fifth topic, three agencies reported that the topic was "improvement of management," two agencies reported that it was "budget planning and development," and thirteen agencies reported other topics.

Table VIII

Topics Least Frequently Considered (5th Ranked) by the Officer or Committee Responsible for Agency-Wide Staff Development

Topic	Number of States
Improvement of Management	3
Budget Planning and Development	2
Other Topics (Reported by only one state)	13
States Not Reporting a Fifth Topic	12

The state education agencies were not instructed to report the topics that they considered in these training and development meetings in the same terminology as used to describe the 11 areas of need given in Part II of the questionnaire which were referred to in Chapter III; nevertheless, an effort was made to classify all of the topics reported according to these 11 areas. The results of this classification are reported in Table IX. Although each of the 30 agencies was requested to report five training and development topics, some agencies reported fewer than five; 128 topics were mentioned, an average of more than four per agency. In some instances classification of the topics reported according to the 11 staff development areas of need was difficult; in fact, 17 topics could not be so classified. For example, the following four topics were classified as management by objectives: management by objectives, management development, management techniques, and systems management; examples of topics not classifiable were decision making, data processing, process of change, and weather.

Table IX

Topics Considered in Training and Development Programs in 30 States Having an Officer or Committee Responsible for Agency-Wide Staff Development During the Fiscal Year 1971-72

Topic	Number of States
Management by Objectives	22
Program Planning and Evaluation	20
Orientation of New Employees	16
Developing Leadership Skills	11
Establishment of Objectives	10
New Concepts and Practices	8
Intra-Agency Communication	7
Improving Human Relations	7
Accountability of Personnel	7
Communication with Reference Groups	2
Developing Consultation Skills	1
Other topics	17

As revealed by Table IX, the two areas of training and development considered most frequently at the training and development meetings conducted by the state education agencies were management by objectives and program planning and evaluation. The two topics considered least frequently were developing consultation skills and communication with reference groups. Approximately a fourth to a half of the agencies gave attention to each of the remaining seven areas of staff development. A comparison of the data in Table IX with those in Table V in Chapter III shows that the two areas that are being emphasized in present training and development programs are also among the top three areas of staff development where the need was judged to be greatest. Also, the two areas judged to be least needed are the same two areas not being emphasized at present.

The data in Table X reveal that most of the training and development meetings initiated by the officer or committee responsible for agency-wide training and development are conducted by employees of the respective agency. Of the 347 meetings, 198 were conducted by agency employees while 90 were conducted by outside consultants and 59 by both agency employees and outside consultants.

Each of the state education agencies was requested to indicate whether or not it would be interested in considering participation in cooperative staff development programs with other states. Forty-four agencies responded affirmatively, three responded negatively, one answered that it was undecided, and two did not answer this question.

Table X

Number of Training and Development Meetings, Initiated by the Officer or Committee Responsible for Agency-Wide Staff Development, Conducted by Own Employees, Outside Consultants, or a Combination of Employees and Outside Consultants (Not Including Hawaii)

Items of Information	Meetings Conducted By Own Employees	Meetings Conducted By Outside Consultants	Meetings Conducted By Combination of the Two	Totals
Number of Meetings	198	90	59	347
Range Among 29 States	0 to 40	0 to 12	0 to 14	0 to 50
Average Number Per State	7	3	2	12

The survey data concerning present training and development activities in state education agencies indicate that a wide range of activities is being conducted in state education agencies that have an officer or committee charged with responsibility for agency-wide staff development activities. However, the evidance indicates wide variation among these agencies. In a number of the agencies no officer or committee is charged with responsibility for agency-wide activities and the number of employees participating in these activities is minimal in many agencies. It can be concluded, nonetheless, that a creditable beginning has been made by some state education agencies to provide appropriate programs for the continuing development of professional personnel.

Training and Development Models Developed by Participating States

Several of the state education agencies that participated in the Interstate Project for State Education Agency Professional Staff Development made assessments of their own training and development needs and developed programs designed to meet these needs. Each of these programs proved to be effective in meeting its objectives in the particular agency in which it was developed. Some of the programs were also tested in one or more other state education agencies and proved to be effective in those agencies as well; therefore, the transportability of these staff development programs to other state education agencies was, at least to some extent, demonstrated. Evidence indicates that other states have training and development needs similar to the ones for which these programs were developed to meet and these programs may prove to be effective in those agencies. Educational organizations other than state education agencies also may have similar needs and may find the programs to be useful to their organizations. For these reasons the programs developed by the states participating in the Interstate Project for State Education Agency Professional Staff Development are being made available to organizations that would like to use them. It is recognized, however, that each organization must identify its own needs, establish priorities among them, identify alternative programs for meeting the needs, and finally, select or develop a particular program which is judged best to satisfy its own needs. Other matters to be considered in selecting a training and development program are the cost of the program, the length of time it requires, the qualification of available persons to conduct it, and the acceptability of the program to those who will conduct it or participate in it.

The programs developed by states that participated in the Interstate Project for Professional Staff Development are described briefly in the remaining part of this chapter, largely in the words of the person or persons responsible for developing each program.

The Organization Improvement Workshop (California)

This program, entitled *The Organization Improvement Workshop,* is a two-day training experience for groups of 18 to 30 staff members. The program is designed to provide the participants with a series of learning experience which will equip them individually and collectively to initiate and participate in organizational change. As a basic organization development tool, the program may meet a variety of organizational and individual needs. It is particularly effective in opening lines of staff communication, thereby reducing the insularity and isolation of organizational units and increasing staff members' abilities to utilize effectively available resources in promoting agency programs. The program is most effective when it is preceded by a study of agency purposes, functions, and problems and when it is directly related to specific objectives for organizational improvement.

Organizational and Individual Objectives. Examples of possible organizational objectives of the program are: (1) to facilitate accomplishment of desired changes in organizational relationships and communications through more effective use of human resources, (2) to enable staff members to become better equipped to function in the total organizational setting, and (3) to provide additional staff orientation to agency goals, programs, and relationships. Examples of the individual objectives follow: (1) to gain improved awareness of the organization, its processes, and its personnel, (2) to gain improved personal skills to make the employee more effective as an individual in the organization, and (3) to provide the employee with motivation to do his part in the accomplishment of organizational change. Desirable outcomes which may be anticipated from the program include equipping staff members with skills and motivation to produce organizational changes desired by themselves and by management, implementing specific action programs for improved intraorganizational communications, and improving interpersonal relationships and processes throughout the agency.

The organizational and individual objectives of the workshop are based on a pre-workshop analysis of organizational patterns and problems, including a study of intraorganizational communications. The workshop then focuses on organizational goals which concern overall organizational effectiveness and methods by which participants can help effect organizational change. Individual objectives correlate with the organizational objectives in that the participant is concerned concurrently with learning how to do his job more efficiently and effectively and with learning how to make his organization function better at the same or less cost. The workshop emphasizes development of skills including cooperative task accomplishment, problem solving, and application of analytic techniques while at the same time developing individual attitudes, awareness, and motivation.

Program Design. The Organization Improvement Workshop has evolved from theories, concepts, and research findings of numerous persons and organizations. It is based on a series of exercises and simulations designed to develop a variety of learnings including understandings of group processes, organizational processes, and individual behavior. To achieve the overall objectives of more efficient use of existing human resources and improved exchange of information among members of the organization, the program design includes a number of major components as follows: Introduction, Scramble Squares exercise (small group task accomplishment with restricted communication), Hopes and Fears activity (participants express and deal with *their* objectives and concerns for the workshop), Namex exercise (a complex team-based simulation conducted in three innings, each adding a greater amount of complexity), Planning activity (participants plan specific actions for on-the-job applications of workshop learnings), and Evaluation.

The program differs from many organization development programs in that it emphasizes organizational and team development based on specific needs and prescriptions devised by participants; it focuses on the importance and contribution of each member of the organization. The program follows a specific agenda with specific activities to be accomplished and with specific results required; discussion of these specifics leads to learnings and insights. The workshop exercises serve to stimulate participant behavior in a safe environment; participants critique their behavior, extract learnings, and go to another workshop activity where they can apply the learnings. The program places great responsibility on the participant to actively contribute to the learning experience which the workshop is designed to stimulate and to apply what he learned to situations in his real organization. While the workshop does not ignore the emotional aspects of individual interaction, it attempts to deal with these emotional factors only in regard to their effect on group operations in the accomplishment of the assigned task.

Participant Selection. The workshop requires a minimum of 18 and not more than 30 participants in order for the exercises and learning processes to be effective. For most state education agencies, this will mean that the workshop should be repeated several times until all or most of the professional staff, as well as support personnel, have had the opportunity to participate. The workshop is an integrated and intensive program and, therefore, participants should be freed from other commitments during the two days required for the workshop. Agency officials who may prefer to "just visit" the program should be strongly encouraged to participate fully and to stay long enough to gain an in-depth understanding of the training processes.

An agency may wish to select participant groups in a variety of ways to achieve certain objectives. Among the various groupings which may be made are the following: (1) those people throughout the agency who have a common interest in a specific field such as early childhood education or evaluation, (2) vertical selection involving all the staff in one division or section, or all those reporting to one top executive, (3) a selection by rank either to include only those staff members at certain organizational levels or to assure that there is a mix of levels within the group, (4) a diagonal selection to include both a mix of levels and a mix of units, and (5) a random selection.

Organizational Analysis. Since this program is designed to deal with real organizational problems, an organizational analysis is essential to discover just what kinds of relationship and communication problems exist within the agency. From this analysis and identification, the training staff and management can develop specific objectives for the workshop program; identify particular problems that are likely to arise; and better determine participant selection, workshop timing, and evaluation techniques.

Trainer Selection and Development. A team of three or four trainers chosen from inside or outside the agency is required. Some special training and skills are essential in order to conduct a successful training program. A Training Team Manual is available which explains how the program is conducted and which also provides reading materials, workshop materials, a description of workshop activities, and a training guide. It is probable that 30 to 40 hours of trainer preparation for each team member will be required, depending on his background. The role of the trainer is that of a coordinator, facilitator, and question raiser rather than that of teacher or lecturer. He initiates action, conducts exercises, and leads post-exercise discussions pertaining to the goals and objectives of the training and development program.

Management Commitment To Change. For the program to be maximally successful, all levels of management must be committed to the program, to the participants, and to the outcomes. This commitment should be clearly demonstrated to all concerned, and if possible top managers should be participants in the first workshop conducted by an agency.

Additional Information. Complete information about the workshop program and training materials may be obtained from the Personnel and Training Office of the California State Department of Education, 721 Capitol Mall, Sacramento, California 95814.

Systems Management Project (Florida)

The goals and objectives of the Florida Systems Management Project were directed specifically toward the training and development of state education agency personnel; however, the training materials developed for this purpose also are appropriate for personnel in colleges and universities, county school systems, and urban school systems. Specific goals of the training materials developed for the project emphasize the development of participants' skills pertaining to overall aspects of comprehensive planning. The materials are designed to prepare participants not only to engage in comprehensive planning tasks but to do so with adequate knowledge of interpersonal-relations skills, communicative skills, and leadership skills; that is, to incorporate into planning a thorough knowledge and understanding of effective group processes.

Objectives of the training materials in terms of participant behavior relate to the following four major categories of group processes: (1) the participant will demonstrate operational knowledge of personality theory in planning strategies, (2) the participant will demonstrate operational knowledge of small-group theory in planning strategies, (3) the participant will demonstrate operational knowledge of social psychology in planning strategies, and (4) the participant will demonstrate operational knowledge of the inter-relationships of personality theory, group processes, and social psychology in planning strategies.

Systems Management

The management of a system may entail a multitude of tasks. Some tasks of management are difficult to comprehend and to manage because of their complexity while other tasks are easier to grasp intellectually; however, even the tasks which are simpler to conceptualize may still be difficult to manage. The concept of system management, as used in this project, is that it is not only the creative response and adaptation to change, but that it is also the creative ability to conceive of that which does not yet exist and to orchestrate organizational resources including, of course, personnel toward the goals of change.[11]

What is needed, then, is not an emphasis on the day by day administration of an organization but rather an emphasis on planned flexibility and adaptation of innovative management; a management not only equal to the challenge of adaptation and adjustment to change, but one capable of directing change. Modern education will increasingly demand this latter capacity for change is occurring too rapidly to be met satisfactorily by haphazard activity. To be effective, management must gird itself to produce change so that it more often becomes something management makes happen, something management directs, rather than something that just happens in an almost unpredictable and unscientific manner. This concept of management is not entirely new, for much of the recent literature of the behavioral sciences, particularly that of small-group psychology, group dynamics, and social psychology deals with the question of whether man will continue to let change manage, direct, and dictate to him, or whether he will increasingly manage and direct change.

In regard to the preceding, Morphet stated that society in the next 10 to 15 years will experience an increasing rate of change related to education and that there is an urgent need for educators to anticipate those changes and to make appropriate plans. He further suggested that not all changes will be beneficial but that man can, to some extent, control the nature and the direction of changes. In conclusion, Morphet held that educators with increased knowledge and understanding can be in a position to plan and to prepare for those changes that are beneficial and to avoid some that are harmful.[12]

Argyris, in his work on intervention theory, underlined even more dramatically the urgency of planning and the overall importance of management. He concluded that man is demanding more and more from institutions with greater intransigence, but as man's aspirations have leapt ahead, human institutions have remained sluggish. Argyris went on to state that even in the United States, which is one of the most adaptable of all societies, the departments of the Federal Government are in grave need of renewal; State government is in most places an old attic full of outworn relics; in most cities, municipal government is a waxwork of stiffly preserved anachronisms; the system of taxation is a tangle of dysfunctional measures; the courts are crippled by archaic organizational arrangements; the unions, the professions, the universities, and the corporations have each spun their own inpenetrable web of vested interests.[13]

The Need for Systems Management. When future researchers look back at the decades of the 1960's and 1970's, they probably will find that the word "priorities" was the single word most often used in relation to education but that it was never fully understood nor applied. Not only in education, but in every other field of endeavor, the setting of priorities more often than not can be considered a manifestation of man directing change. An examination of the typical priorities in any given locale, be it an emerging nation[14] or one of the largest cities of the world,[15] is likely to reveal that inservice training of educational personnel rates very high as a priority. Yet, improved management in education can be expected to appear very rarely as a priority item.

Some state education agencies and other educational organizations have already recognized the need for improving management in education and have made attempts to do so. In this effort, however, state education agencies have been plagued by a lack of funds[16] as well as a scarcity of appropriate new management concepts. The Florida project aimed to produce learning materials that would be useful to state education agencies or urban school systems in their efforts to train their personnel in systems management.

Nature of Materials Produced. Materials which have been produced include formats for lectures, panel discussions, and personal interviews dealing with systems management. Topics covered in these materials include operational theory and comprehensive planning as they relate to such matters as establishment of an agency's philosophy, goals, and objectives; assessment of needs; analysis of tasks; ranking of tasks; classification of roles; and even reorganization of an agency. The materials currently available for distribution include a printed manual and accompanying two-inch *color* videotapes suitable for closed circuit, studio, and state television network presentation or one-half inch *black and white* videotapes suitable for limited closed circuit or small console viewing. A filmstrip treating the change process is also available for distribution.

Plans are being finalized for the production of the videotapes into 16 mm color sound films, but these films will not be available until late 1973 or early 1974. Taped audio cassettes are under production and will be available in the summer of 1973.

Description of Materials Currently Availabe. The following materials are currently available from the Flordia Department of Public Instruction:

Videotapes (½-inch black and white or 2-inch high band color):

Personality Theory
Group Processes
Social Psychology
Conflict in Organizations
Task Analysis
Overview of Systems Management

Leadership
Live Exercises in Intervention Theory
Changing Roles of State Subject Area Supervisors
Interaction Analysis
Management in American Education

Film Strip:
Change Process

Printed Material (Packets):
Comprehensive Planning at State and District Level
Proposals and Programs for System Management
Small Group Process Bibliography
Social Systems Bibliography
Group Psychotherapy Bibliography
Bibliography for Systems Management

Use of Videotapes and Films. A 45-page manual has been developed which outlines and structures various lengths of staff development workshops utilizing all of the different types of media produced; however, all or part of the videotape series may be used to develop participants with varying degrees of understanding of systems management. Although the Florida personnel who produced the materials recommend a training staff of several persons, a single qualified leader or trainer may successfully utilize the videotape modules. In any case, the training staff or the individual trainer (utilizing group-process procedures) establishes the agenda, elucidates objectives, guides discussion, and evaluates the training program in terms of its objectives. There is the possibility that appropriate Florida personnel may be made available to work with selected personnel from other state education agencies as a first step to help selected persons to become proficient in the principles of systems management. Limited funds may be available to Florida personnel for further testing of the videotape modules in other state education agencies.

Additional Information. Complete information concerning the Florida project and the availability of the materials produced may be obtained by contacting the project director, Rodney P. Smith, Florida Department of Public Instruction, Room 375 Knott Building, Tallahassee, Florida 32304.

Planning a Staff Development Program (Georgia)

Neither a degree nor certification in a field of education insures that a staff member remains adequately trained to manage the diversity of educational programs which continue to be developed to meet the ever changing goals for education.

Managers in the Georgia Department of Education have major responsibility for training and development of their subordinates but no department-wide direction or coordination of training existed in the department at the beginning of this project. It was concluded that a continuing department-wide training and development program is a vital tool of management in carrying out the missions and achieving the goals of the Department.

Objectives and Procedures of the Project. As Georgia's part of the Interstate Project for State Education Agency Professional Staff Development, it was determined to develop a comprehensive, agency-wide, training and development program for the professional staff of the Department. Specifically, the objectives of the project were as follows: (1) to design and execute a research plan which would determine the training needs of professional personnel in the Department, (2) to determine the priorities for staff training, (3) to develop a staff training program structure, and (4) to develop a prototype training program for a component of the program structure.

The first major outcome of the project was the development of a systems model for the planning of a staff training program in the Georgia Department of Education. The model, which is presented on the following page, presents graphically the flow of functions essential to the development, implementation, and evaluation of a training program.

A research plan was designed and executed to determine the training and development needs of professional personnel in the Department and the priorities among these needs. Opinions concerning training and development needs were obtained from division and unit mangers and from top management. Information obtained from the managers and executives identified the following training and development needs as "very important": program evaluation, program planning and budgeting, concepts and practices in modern management, general personnel management, managerial leadership skills, motivating employees and relating to people, basic principles of management, consulting (problem solving) skills, communicating with relevant reference groups, and innovation in education.

Information obtained from the interviews with managers and executives of the Department, a review of related literature, and consultations with outside consultants led to the production of (1) a training program structure, (2) program dimensions, (3) program policies, and (4) a program prototype.

Training Program Structure. Identified areas of need for training, training requirements, and suggested content topics

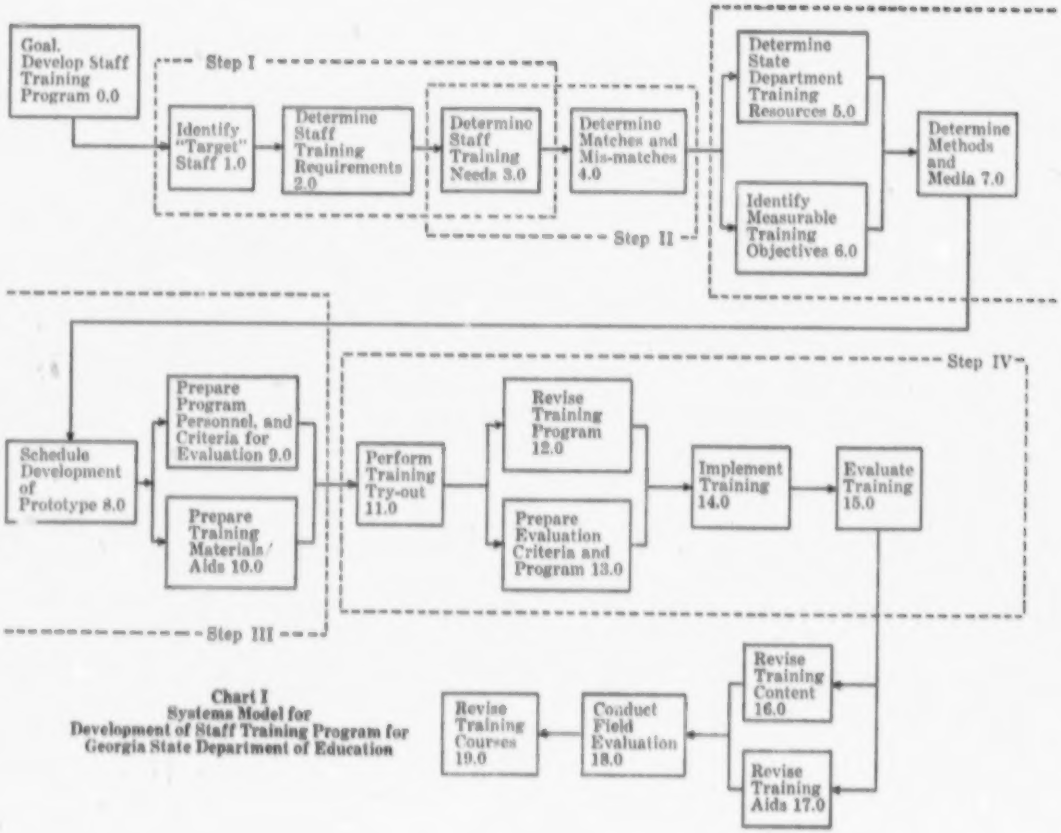
Goal. Develop Staff Training Program 0.0
Step I
Identify "Target" Staff 1.0
Determine Staff Training Requirements 2.0
Determine Staff Training Needs 3.0
Determine Matches and Mis-matches 4.0
Step II
Determine State Department Training Resources 5.0
Identify Measurable Training Objectives 6.0
Determine Methods and Media 7.0
Schedule Development of Prototype 8.0
Prepare Program Personnel, and Criteria for Evaluation 9.0
Prepare Training Materials/Aids 10.0
Step III
Step IV
Perform Training Try-out 11.0
Revise Training Program 12.0
Prepare Evaluation Criteria and Program 13.0
Implement Training 14.0
Evaluate Training 15.0
Revise Training Content 16.0
Revise Training Aids 17.0
Conduct Field Evaluation 18.0
Revise Training Courses 19.0

Chart I
Systems Model for
Development of Staff Training Program for
Georgia State Department of Education

from four levels of management were clustered to form the following structure of the proposed staff development program.

- I. Systems Theory and Concepts
- II. Management Theory and Concepts
- III. Management Leadership Behavior in the Organization
  - A. Management Behavior: communicating with relevant reference groups
  - B Management Leadership: motivating employees and relating to people, conflict and conflict resolution, and person to person leadership skills
- IV. Management Tools, Skills, and Methods
  - A. Planning and Evaluation
    - 1. Planning: defining needs and problems, determining alternative solutions, and stating measurable objectives and determining their priorities
    - 2. Program Implementation and Evaluation: personnel management and program evaluation
  - B. Management by Objectives
  - C. Quality Control
  - D. Network Analysis, Information Systems
- V. Orientation Programs for New and Present Staff
- VI. Job Skills Performance
- VII. Emerging Concepts, Societal Trends, and Concerns in Education
- VIII. Governance of Education: Functions, Legal Framework, and Finance
- IX. Degree Oriented Course Work

Program Dimensions. Although the above training program structure is viewed as tentative, an attempt was made to identify the following dimensions of the program: (1) type of training, (2) eligibility, (3) time requirements, (4) source of funding, (5) authority for approval, (6) provisions for leave, and (7) potential sources for training. These dimensions are reflected on the chart on the following page.

Program Policies. In an effort to secure approval and authority for a staff development program in the Georgia Department of Education, the following proposed State Board Policy and Procedures were developed and processed within the Department.

(1) Type of Training	(2) Eligibility	(3) Approximate Time	(4) Source of Funding	(5) Approval	(6) Leave	(7) Potential Source of Training
1. *Orientation* Familiarization with program, policies and procedures in a) area of responsibility b) Department of Education c) State Government	All New Employees	Days	State Board (state)	Unit Director, Office Head or Personnel Officer as indicated	Not Applicable	Division Office Department Merit system
2. *In-Service* Planned experience in the job situation or a combination of instruction, discussion, and practice in institutes, workshops, seminars, etc., individual or groups	Based upon performance report, assigned responsibilities and staff development program structure	Weeks	State Board (state)	Office Head	Educational, if indicated by time	Office Department Merit system Contract
3. *In-Service Academic Study* Formal instruction at college or university level in content areas reflected in the Staff Development Program Structure	Based upon tenure (3 yrs.) performance report, career development plan and staff development program structure	Weeks or Months	State Board (state & federal)	State Superintendent	Educational	Board of Regents in Georgia and other states
4. *Academic Study* Formal instruction at college or university level in content areas which are not reflected in the Staff Development Program Structure but which is related indirectly	Based upon tenure (6 yrs.) career development plan and potential contribution to the Department	Months	State Board (state & federal) or individual	State Superintendent	Annual	Board of Regents in Georgia and other states

Chart II: Dimensions of Staff Development Program, Georgia Department of Education

The State Board expects the Department of Education to facilitate improvements in education. Pursuant to this expectation, the State Board recognizes the need for upgrading the qualifications of personnel so that they might better perform current or anticipated responsibilities.

The State Superintendent shall recommend to the State Board a plan for continuing staff development for personnel in the Department of Education.

The Office of Staff Services shall prepare and submit to the State Superintendent at least annually, a plan and budget for staff development which shall include the following content:

1. An assessment of staff development needs based upon performance appraisals and program priorities.
2. A staff development program structure which reflects plans for meeting assessed and projected staff development needs through the following types of training: orientation, in-service, and formal academic study.
3. An annual criterion-based evaluation of the staff development program.

Program Prototype. A fourth objective of the project was to develop a prototype training program. Based on managers' reported need for training, the program evaluation component of the program structure was selected as the priority area for the development of the following prototype.

I. Area: Management Methods, Skills, and Tools for Program Evaluation*
II. Program Objectives
    A. General: to increase the effectiveness of program management in the State Department of Education, to implement the staff development program in the State Department of Education and to train department personnel in the area of program evaluation.
    B. Specific: to increase the knowledge of participants and to provide opportunities for them to apply methods of evaluation.
III. Assumed or Entry Behavior—General: At the beginning of participation in this staff development experience, managers will be able to: state the objectives

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* *Evaluation is the process through which results are measured and compared with predetermined standards.*

of their program or organizational unit which relate to goals for education and the missions of the State Department of Education; identify the functions they pursue which relate to those goals and missions; describe current management practices with respect to planning, operating and evaluating; and discuss the concept of management by objectives.

IV. Performance Objectives for Participants

  A. Program: At the conclusion of participation in this staff development experience, managers will be able to: develop a State Plan for adherence to requirements contained in Guidelines for State Plans, evaluate a program plan for compatibility with State Plan requirements, develop and utilize evaluation criteria for program products and processes, and utilize evaluation results for planning.

  B. Personnel: Develop at least three job descriptions (one for himself, one for his subordinate, and one for his immediate superior) each of which cover the following: purpose, scope, duties and responsibilities, measurable results expected, and standards on which performance will be evaluated.

V. Strategies to Accomplish Objectives: Method, instructional personnel, media (materials), and criteria for evaluating objectives.

Additional Information. Further information concerning this project may be obtained from the Division of Planning, Research and Evaluation, Georgia Department of Education, Atlanta, Georgia 30334.

Induction Training Program For New Employees (Ohio)

Since 1965 the Ohio Department of Education has increased appreciably the number of professional personnel. Such increases occurred largely as a result of Federal legislation which essentially mandated an expansion in the leadership and regulatory responsibilities of state education agencies. In some instances the added responsibility was related directly to administrative and control functions of federal programs affecting local school districts; in other instances, direct grants were designed to strengthen the leadership capability of the agencies. To meet these operational needs, it was necessary to recruit additional staff members over a relatively short period of time.

Because competent personnel experienced in the operations of state education agencies was not available, experienced staff members from local school districts constituted the major source of supply. Knowledge of state government and state operation was often lacking in such new employees. Within the broad field of education, state education agencies are unique in that they require the development of special programs for the entry training of the new professional employee after employment, rather than expecting such training and understanding before employment.

Prior to participating in the Interstate Project for State Education Agency Professional Staff Development, the Ohio Department of Education did not conduct a formal pre-service or induction training program for new employees. Although some informal training efforts within a division or unit were being conducted, these were generally considered to be grossly inadequate.

The various divisions and sections of the Ohio Department of Education have had a tendency to work independently in their specialty field. It was a consensus that the induction training program could not be successful unless the divisions worked on it cooperatively. For this reason, the establishment of an advisory committee on induction training was the first step taken. The committee membership included a representative from each of the 12 divisions of the Department, one-half of whom were new employees with 18 months or less of service with the Department. This committee provided guiding policies and direction for the program.

The advisory committee suggested that as much data as possible about induction training needed to be gathered before any serious planning was undertaken for the project; consequently, data were gathered from the following five sources: relevant literature, other state education agencies, new employees, division directors, and administrative personnel of the Ohio agency. These data formed the basis for planning the induction training program which included the development of a comprehensive handbook on the functions and operations of the Ohio Department of Education, the collection and preparation of other self-study materials, the planning of a two-day orientation program for all new employees, and the planning of a series of one-day elective seminars on consulting procedures, communication, and decision making. The handbook on the Ohio Department of Education included a description of the State Board of Education, goals of the State Board of Education, the overall mission of the Ohio Department of Education, descriptions of all divisions and major sections and their functions, organizational chart of the Department, and relationships of the Department to local, other state, and federal agencies. Other self-study materials included the state handbook, credit union pamphlet; Ohio Department of Education Professional Association pamphlet; fringe benefit pamphlet; insurance information pamphlet; information concerning sick leave, vacation, and retirement; and other information of interest to employees of the State of Ohio.

New Employee Orientation. An agency-wide orientation program can contribute materially to the understanding of agency policies and procedures, of objectives and roles of the agency, of the organization and structure of the agency, and of rules and regulations affecting employees. This kind of orientation program can help the new employee to feel that his co-workers, his immediate supervisor, and agency administrators have an interest in him and are willing to help him in many ways so that he can become an effective and productive member of the organization. It can motivate new personnel by developing a feeling of belongingness and a sense of satisfaction in being a member of the agency, familiarize them with the expectations of the agency, and strengthen their commitment to organizational goals and rules of behavior. The purposes of the Ohio orientation program are to provide new employees with: (1) an understanding of the purposes, goals, and missions of the Ohio Department of Education, (2) a knowledge of the personnel policies of the Department, (3) a knowledge of the organizational structure and functional roles of the Department, and (4) the understandings and skills necessary to initiate and to maintain leadership and coordination within the Department and among other state, local, and federal agencies.

During the two-day orientation program information concerning the following topics was presented: the role of state education agencies; the functions and operations of the Ohio Department of Education; the personnel policies, benefits and services of the Department; the Ohio Department of Education Professional Association; the state library; the organization of the Ohio Department of Education; and a description of the goals and programs of the various divisions of the Department.

Consulting With Local Schools. This one-day program is the first of a three-part sequential plan of in-service meetings for new staff members of the Ohio Department of Education. The meetings are held a month or more apart and are planned so that the problem areas dealt with, and the techniques used, will lead naturally from one in-service program to the next, and so that the participants will be able to recognize the interrelatedness of each in-service subject to their tasks. The objectives of this program are: (1) to provide new staff members with additional competencies in the area of local school consultations, (2) to help new staff members understand the complexities and opportunities that abound in local school consultations, and (3) to provide new staff members with opportunities to develop their consulting strategies in an environment that is non-threatening and non-punitive.

Activities include an orientation to problems that may arise during consultation; small group discussions relevant to developing a plan for attacking the problem (methodology, procedural steps, and rationale for the plan); large group discussion where each small group reports on method and procedures; small group discussions of barriers to effective consultation and recommendations for overcoming barriers; large group meeting where each small group leader reports; presentations pertaining to the legal, monitoring, and service roles played by Ohio Department of Education personnel; and local school administrators' thoughts and expectations relative to consultations. Opportunities are provided throughout the day for discussion and questions by participants.

Communications: The objectives of this one-day program for new staff members are: (1) to facilitate communication between and among professional personnel of the state education agency, personnel of local school districts, and personnel of other agencies, (2) to provide the agency's professional employees with a variety of communication techniques, and (3) to help the agency's professional employees understand the barriers to good communication and how to overcome them.

Activities of the program on communication include: opening exercise in communication and a discussion of face-to-face communication; small group discussion of keys and barriers to communication with recommendations to overcome the barriers; reporting of small group findings to the large group; and presentations and discussions of written communication, non-verbal communication, and techniques for evaluating communication.

Administrative Decision Making. The objectives of this one-day program for new staff members are: (1) to assist Ohio Department of Education staff members develop their skills in making necessary administrative decisions, (2) to acquaint these staff members with the requisite processes of administrative decision making, and (3) to promote the attitude that administrative decision making is prerequisite to initiating positive change and a necessary ingredient for a progressive state education agency.

The central activity of this program involves orientation to a simulated problem which requires that participants engage in small group discussions focusing on developing strategies for convincing fellow employees as well as department administrators of the necessity for implementing a new activity to deal with that problem. Other planned activities include reporting of small groups to the large group on methods of identifying and overcoming barriers to effective decision making and reporting of the division administrators and the deputy superintendent on the role of the consultant of the Ohio Department of Education in the administrative decision making process. The final activity of the one-day program is an actual involvement in a three-hour period of simulated experience in decision making.

Additional Information. Any state education agency wishing to duplicate all or part of the Ohio Induction Training Program may obtain all of the background information necessary through a dissemination package developed as a part of the project. The dissemination package consists of the publication entitled *Final Report: Induction Training For New Professional SEA Employees in Ohio* and a filmstrip. The filmstrip is an 81-frame color cartoon description of the process that the Ohio Department of Education engaged in while developing its program. The publication contains copies of all survey materials used in the project, the agendas for all seminars, and information regarding the procurement of other needed materials. Thus, by reviewing the filmstrip and the publication, any state education agency can duplicate the Ohio Induction Training Program. Any agency can obtain a free copy of the publication upon request, and a copy of the filmstrip can be borrowed from the Ohio Department of Education, Columbus, Ohio 43215.

Management by Objectives (Wisconsin)

Management by objectives (MBO) is a process whereby the manager and his subordinates jointly identify common goals, define areas of responsibility for each individual in terms of the results expected of him, and use these expected results as measures for assessing the contribution of each individual. While the process demands clearly stated, measurable, and results-oriented objectives, it also contributes to operational flexibility and encourages increased individual initiative and innovation. MBO is based upon several assumptions including the following: the supervisor should actively help his subordinates achieve objectives and grow in competence, the priorities must be set so that the most important responsibilities are always in focus, and the manager and the subordinate should have the same perceptions of priorities in order for their actions to be more positive and productive.

MBO is a way of doing a job more effectively; it is not something done in addition to regular work. It is based upon the belief that an employee will acomplish more if he has a clear understanding of what he is expected to accomplish. This belief is quite different from that which underlies the more traditional approach to management in which the manager defines the activities in which subordinates will engage without clearly defining the anticipated outcomes.

Management by objectives is a style of leadership founded on a belief in people. It has been characterized as a human resources style of leadership which motivates employees to work more effectively because of the satisfaction they get out of their work. This management strategy was developed to overcome the failure of traditional management to deal effectively with the human element in organizations. The major features of MBO include: (1) a participative style of leadership in which subordinates at all levels reach agreement with their managers about the objectives for which they will be responsible, and (2) an assumption that managers have a major responsibility for the success or failure of their subordinates and that one of their primary functions is coaching subordinates.

Traditional management assumes that man is primarily an economic animal, that he is motivated by salary, fringe benefits, and working conditions; the human resources approach assumes that man is a very complex being and that it takes more than economic rewards and social satisfaction to motivate him. He must also get satisfaction out of the work itself. Also, the traditional approach to management assumes that most people are incapable of self-direction and that they must be coerced in order to get them to work; the human resources approach assumes that people are capable and willing to be self-directive. The management problem, then, is to create a working environment in which people will be able to achieve their own goals in life while helping the organization to achieve its goals. This working environment leads to job satisfaction which, in turn, motivates people to work more effectively and to exercise self-direction and self-control.

Management by objectives, effectively implemented, should result in the following outcomes: (1) managers understanding better the outcomes they should produce to help achieve agency goals; (2) subordinates working more effectively because they were involved in setting their objectives, because they were allowed freedom to devise means of achieving their objectives, and because they receive effective coaching and support from their managers in carrying out their objectives; (3) more precise long-range organizational planning, often a most neglected aspect of management; (4) improved accountability, largely through self-control resulting from commitment to objectives; (5) improved manager-subordinate relationships resulting from a better mutual understanding concerning expected performance; (6) better team spirit among the total manager group because in the process of defining the goals of their unit, each manager not only learns how he can contribute to agency goals, but also learns how he fits in with the rest of the organization; and (7) increased development of managerial talent because all employees at all levels of the organization will have more opportunities for decision making and self-direction.

Management by Objectives Workshop. This workshop was developed for presentation over a period of two days to groups of 20 to 25 staff members. Since management by objectives is too broad a subject to be adequately covered in two days, participants are expected to master the underlying concepts of this management strategy by studying selected reading provided in advance of the workshop. The two-day workshop consists of a review of the philosophy and methodology of management by objectives; presentations utilizing a film, slides, and transparencies; a series of workbook exercises; and several small and large group discussions. Most of the workshop time is used to teach participants how to implement management by objectives with actual practice given in applying concepts and written materials in order to assist participants in reconstructing the processes in the Wisconsin Department of Public Instruction.

The general objectives of the management by objectives workshop developed for employees of the Wisconsin Department of Public Instruction were to enable managers and their professional employees to define their goals (for the particular division, bureau, or section involved), to identify performance indicators that would reveal that the goals were being accomplished, to set specific and attainable objectives, and to establish a plan of action to achieve the objectives.

After devoting a part of the first half day of the workshop to an introductory session, the remainder of the two-day program is divided into seven sessions, ordinarily two sessions each half day separated by a coffee break. The seven work sessions are shown in the following outline.

Session 1. Developing Subordinates. The major objective of this session is to teach the participant that coaching and developing subordinates is a crucial part of a manager's job, and that the performance of an administrative unit probably will suffer if subordinates are not trained to exercise their own judgment and direction. Discussions and learning exercises are based upon the viewing of a sound film entitled "Manager Wanted."

Session 2. Defining Unit Goals. This session aims to help the participant learn how to define goals for his work unit and to ascertain that these goals are in harmony with agency goals.

Session 3. Identifying Performance Indicators. The purpose of this session is to enable the participant to identify performance indicators for his unit goals. Performance indicators measure how well one is performing in terms of each unit goal. Also, they form the basis for formulating objectives.

Session 4. Establishing Objectives. In this session the participant learns how to convert performance indicators into objectives to be achieved. Also, he learns how to help a subordinate set appropriate objectives. Establishing objectives brings about agreement between manager and subordinate regarding results to be accomplished and this process of participating in setting his own objectives results in greater commitment of the subordinate to these objectives. A distinction is made between and among routine, problem solving, and innovative objectives.

Session 5. Strategy for Achieving of Objectives. In this session the participant is assisted in deciding on actions to be taken to achieve his objectives as well as developing a work plan for carrying out these actions. The establishment of a work plan for achieving objectives makes MBO the heart of one's everyday work. The work plan should represent an overall strategy for discharging all responsibilities.

Session 6. Keeping Performance on Schedule. The purposes of this session are to teach the participant that accountability is achieved primarily through self-control, that regular and reliable feedback concerning performance is important, and that subordinates should be helped to evaluate their performances and to plan future actions. Regular feedback on performance of subordinates helps managers to evaluate their progress in achieving objectives and it provides the basis for effective coaching of the subordinates, which is a major objective of MBO.

Session 7. Implementing MBO. The purpose of this session is to assist participants to establish plans of action for implementing MBO in an organization. Various approaches that have proven effective are explored.

Instructors of Workshop. With a group of approximately 25 participants, it is desirable to have two instructors. They can alternate in leading discussions and both can assist in helping participants with the individual and group exercises. Some experiential background in teaching and an understanding of MBO are essential qualifications of the instructor. An instructor's manual is available which provides the instructor with discussion outlines, instructional materials, a time schedule, and study references. The instructor introduces topics, explains MBO principles and practices, assists with individual and group exercises, answers questions and keeps discussion on pertinent points.

Additional Information. A comprehensive Instructor's Manual and a detailed Participant's Notebook are available to state education agencies. The sound film entitled "Managers Wanted" may be obtained on loan. To obtain these materials write to Division of Planning, Wisconsin Department of Public Instruction, 126 Langdon Street, Madison, Wisconsin 53702.

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16. For example, Federal funds granted under the Elementary and Secondary Education Act are given to state education agencies to administer but without concomitant funds being given for new training and management programs. Programs financed under Title V of ESEA, as a case in point, gave state education agencies less than one percent of the total Federal grant for training to meet these new responsibilities, and this not well in advance of when the new grant was to be administered but at the same time as the influx of the new monies.

Chapter V

Organization for Training and Development

PERSONNEL ARE AN exceedingly important resource in any organization and this is particularly true in educational organizations such as state education agencies. The outputs of these agencies consist largely of personal services rather than material products and thus the capabilities of the personnel providing these services are crucial in determining their quality. The administration and development of personnel in state education agencies must therefore necessarily be a continuing responsibility of great consequence. Also, there is increasing demand on these agencies to recognize their responsibility for providing leadership to local school districts with regard to the professional development of administrators and teachers.

Importance of Training and Development

In the past, educational organizations put little emphasis on personnel development since their employees were relatively well educated and were assumed to be capable of rendering professional services. Today, however, there is the strong belief that continuing development of personnel is even more important in organizations that employ professional personnel and provide leadership services than in organizations that employ personnel less well educated. During the present "scientific age" where change is the rule and where what was new yesterday is obsolete tomorrow, there must be continuing development of those who are to serve in leadership roles. A professional employee's entry level of education into an organization providing leadership services may have little to do with keeping him geared to the changing environment in which he must function.

Industrial organizations have long found it necessary to establish and rigorously adhere to a maintenance schedule for machinery and equipment and somewhat more recently have realized that the same practice should prevail in regard to the human assets of the organization.[1] In state education agencies where the predominant role is played by professional workers, the need for a program of maintenance and development of human capital is probably even more essential. Such a program should enable the agency to perform its responsibilities more effectively, promote staff morale, and also improve its public image.

Rapid social change and increasing demands that public agencies be fully accountable mean that the traditional self-development activities of reading professional literature, attending conventions, and taking an occasional college course no longer suffice. Educational organizations need to become more actively concerned about the continuing development of all employees and should become more formally structured in order that the development of human assets may be given a more vital role. Of course, more important than an organizational structure which identifies personnel development as being important is an agency-wide program for development which is designed to meet the continuing and special needs of role incumbents.

The development of subordinates is a responsibility of each line manager; however, line managers in all types of organizations frequently do a poor job of training employees.[2] Line managers often maintain that they do not have time to train individual employees; also, they frequently have the notion that training an employee is a one shot proposition and fail to recognize that there is a continuing need for training and development. Even though organization-wide training programs are offered, line managers must be encouraged and assisted to increase their effectiveness in the development of their subordinates. Obviously, the training and development of line managers should, when necessary, help them to not only understand their responsibility for developing subordinates but also prepare them to meet this responsibility.

Factors Influencing Organization for Training and Development

A wide variation of practices has been reported concerning the organization of the training function in industrial and manufacturing organizations.[3] Some of these organizations have no formal training programs while others maintain and operate large training departments. In those organizations where training is organized on a formal basis, most of the training officers report to a higher staff level while some report to the line organization. The officers to whom training directors most frequently report are the personnel officer or the industrial relations officer; the vice-president and the president are the next most frequent officers to whom they report. Some of the training departments are concerned primarily with providing consulting or coaching services to the line organization while others put emphasis on highly formal classroom activities conducted within or outside the organization.

It appears probable that training activities are emphasized considerably more at the present time in business organizations than in state education agencies. A typical difference between business and educational organizations is that in business organizations personnel functions are usually identified as major, continuing responsibilities of top management while in educational organizations these functions are not identified that way and generally are found to be fragmented throughout the organzational structure.[4] This fragmentation of personnel functions reflects an apparent failure to recognize the importance of personnel development. Also, it is probable that training and development have not received more attention in educational organizations because some educational leaders perceive them to be of limited value. Such leaders pay so-called lip service to personnel development by establishing a position in their organization charged with the responsibility for training and development but this position is frequently one of low power whose legitimate domain does not include managerial behavior and organizational development.[5] Where these perceptions exist, they will serve as a major obstacle to the effectiveness of personnel development fuctions.

Educational organizations, and particularly state education agencies, are populated by highly educated employees. The success of these agencies depends upon the fullest utilization of the intellectual powers of their employees. Typically, employees of these agencies will be more intellectually committed to their professional careers, will require more involvement and participation in the determination of policies and plans, and will demand more autonomy in carrying out their professional responsibilities than employees in business and industrial organizations. These personnel characteristics have important implications for state education agencies. These agencies usually will be rather loosely structured, positions will be described in terms of professional responsibility rather than specific duties, decisions will often be decentralized, communication in all directions will be accelerated, and reliance upon bureaucratic authority will be de-emphasized.

Since the responsibility for planning, coordinating and evaluating employee training and development ordinarily is organized as a staff activity, it is necessary that the training officer possess the leadership qualities that will enable him to establish effective relationships with line personnel. He should do nothing that line managers should do themselves but will do everything possible to help them carry out their appropriate personnel development functions. The training officer may have a higher status in the organization than many of the line managers and supervisors and this status may prove desirable in assisting him in his leadership functions but he must constantly be on guard to keep his advice and opinions from attaining too much of an "official" flavor. The training officer's role is to lead as well as to assist but not to order. When he has evidence that his efforts are utilized and appreciated by both managers and employees, he can assume that he has established proper relationships in the organization.

As suggested earlier, it is essential that there be commitment to training and development activities throughout the organization if they are to be successful. The climate of the organization may be such as to encourage and reinforce desired changes in behavior sought by the training activities or it may make these changes practically impossible. Acceptance of the value of training and development must be a part of the thinking and behavior of top management and this acceptance must be transmitted through the various echelons of the organization. In a state education agency this means that the key to an effective personnel development program is first of all the commitment of the chief state school officer and then of subordinate managers to the program. With such commitments the organization as a whole can be expected to accept the program as well as the changes and innovations which may result from it.

Organization For Training and Development

Although every line or program manager has an inherent responsibility for continuing development of his subordinates, there is the need for each organization to provide staff that is charged with the specific responsibility of promoting and coordinating the development of personnel throughout the organization. A formal, organizational structure or arrangement is ordinarily necessary for each major function within a complex organization and this is as true with respect to training and development as it is with respect to other important components of the organization. The organizational structure should provide an effective means for determining missions and policies for training and development programs as well as an operating department to carry out these programs. The personnel of that department have the responsibility of keeping training and development activities in perspective and relating them to other operational activities. Providing for a function in the organizational structure tends to indicate, but does not guarantee, that a serious commitment has been made to that function.

Warren suggested a general model for staff development, which he believed could operate in any organization, consisting of five elements: research, analysis, development, operations, and evaluation.[7] He looked upon the general model as a training system and each of the elements as a subsystem. Functions of the research element include investigation of programs and operations of other organizations, evaluation of materials and instructional aids, determination of outside training resources, and validation of testing techniques used to evaluate the effectiveness of training and development programs. The analysis element or subsystem would identify the training and development needs of the organization, describe the behavioral performance necessary to satisfy the needs, and indicate the training and development activities which will obtain the desired performance. The development element would define and produce the desired development programs including learning content, methods, and instructional aids and equipment. The operations element would present and administer the training and development programs and maintain accurate records related to such matters as the cost and results of the programs. Finally, the evaluation element would determine the effectiveness of each of the training and development programs and of the total training system in general, thus providing the organization with a major source of feedback for continuing improvement of the programs. This model for staff development emphasizes the five functions that should be carried out in an adequate training and development organization but does not imply that the organization should have a department, section, or person for each function.

The training and development department would have a wide range of functions and responsibilities. These would include orienting all new employees to the various missions and goals of the organization, determining training and development needs of individuals and groups, developing and conducting staff development programs, consulting and advising program managers on problems of training and development, assisting employees to assess realistically their own capabilities and needs, encouraging employees to improve their knowledge and skills on their own time, maintaining contact with educational institutions and arranging for appropriate courses to be offered, providing employees with opportunities to attend such courses and authorizing tuition reimbursements, evaluating the effectiveness of all training and development programs and improving them, and assisting program managers to budget for training and development activities within their own departments or units.

The two major components of the training and development aspect of an organization should be a committee responsible for establishing staff development policies and a person or persons responsible for administering training and development activities. The chairman of the policy-making committee on continuing professional development would be the head of the organization or his designee and the committee members could be appointed by him. Ordinarily, all important decision makers in the organization should be represented on this policy-making committee. In general, the committee would establish the mission and goals of a comprehensive long-range program for staff development and periodically would review and revise the program as necessary. Some specific functions of the committee on continuing professional development should be to identify staff development needs, indicate priorities among needs, suggest general strategies to be followed in meeting needs, coordinate the various training and development programs conducted at the unit, division, and organizational levels, appraise all training and development activities, determine the nature and amount of resources to be allocated to the various activities, and insure organizational commitment to employee and organizational development.

The staff of the training and development department or section would be composed of the director and other necessary personnel. Since the position of the director should be an important leadership role in the organization, he should have appropriate qualifications as an organizational diagnostician, learning specialist, systems analyst, program planner, communication specialist, consultant, teacher, and administrator.[8] This would be the ideal; however, it is doubtful that any one person could be an expert in all of these specialties. Nonetheless, these qualifications do provide a sound starting point in a search for a person who will be capable of offering leadership to an organization's training and development program.

Some of the functions of the director of training and development would be to investigate staff development needs; develop, organize, and staff programs to meet needs; conduct orientation programs; develop leadership talent in the organization; coordinate training programs conducted by individual divisions and units with organizational-level programs; select and train program leaders; maintain liaison with appropriate training and development agencies and organizations; advise and consult with individuals interested in personal development activities; evaluate the effectiveness of training and development activities; counsel with program managers concerning development needs, programs and methods; administer programs relating to staff development such as tuition refunds, apprenticeships, and fellowships; furnish and equip classrooms; and keep the committee on staff development fully informed concerning all training and development activities conducted for members of the organization.

In the typical organization the director of training and development usually will be in a staff relationship to division and unit managers who have line responsibilities for employees. No matter how many good ideas the director may have for staff and organizational improvement he probably will be able to make little headway until he has won the confidence and support of the various line managers as well as of his own superior.[9] He must build his relationships with managers in terms of leadership, consultation, and assistance and should resist every tempation to attempt to enforce his own ideas and programs upon nonreceptive line managers and their subordinates. He must seek in every way possible to gain, and deserve, their confidence and trust.

Since it is difficult to get objective evidence of the dollar value of staff development activities, the director of training mistakenly may feel that it is necessary to justify his position by the number of employees who have participated in training activities.[10] In order to do this he may influence the head of the organization to pressure line managers to enroll their subordinates in training activities. This practice is questionable for compliance is obtained from line managers as a result of pressure rather than cooperation based on interest, understanding, and trust in the training program and its director. Mandating that employees shall participate in a training program may cause them to develop attitudes which will negate possible benefits of the program.

No matter how competent the director of training and development may be there will be need for him to seek the expertise of others in order to offer a full range of needed development activities. The director should determine realistically his competency to carry out different development activities and, when necessary, obtain the help of other persons, either within or outside the organization, in order to provide consistently high quality development activities. The outside expert may be particularly helpful in analyzing needs, identifying problems, developing training programs, or assessing the strengths and weaknesses of programs because he is less likely to be influenced by organizational associations and even some of the informal and formal restrictions of the organization. The director must, of course, accept full responsibility for the selection and use of appropriate outside consultants.

The purpose of training and development programs is to develop the knowledges and skills and to change the behavior of employees so that the organization can accomplish its missions and goals effectively and efficiently. Training is not a peripheral operation of the parent organization but rather an essential subsystem to support the larger parent system in accomplishing its missions. The training and development program should be the catalyst for organizational change and adaptability and the organization's inner force for innovation and revitalization.[11] If this is to be true, however, the program must be allocated appropriate fiscal resources to provide it with the necessary personnel, space, materials and supplies to insure its effectiveness.

Present Organization in State Education Agencies

No study of the organizational arrangements for training and development in state education agencies has been reported previous to the present study; however, a comprehensive study of personnel administration in these agencies was made by Morrisett and his associates.[12] Morrisett reported the following recommendations for the improvement of personnel administration in state education agencies: employ top professional staff; establish appropriate personnel policies and practices; adapt personnel activities, such as training and development, to the unique needs of the agency; and develop effective two-way internal communication. He concluded that each state education agency should establish and administer a staff development program. Specific suggestions made for improving staff development programs were to establish a professional position responsible for agency-wide training and development, to obtain adequate funds to finance programs and support needed staff, and to make known to unit managers the need for these programs and the benefits that can be derived from them.

In a survey of the 50 state education agencies conducted in May, 1972, a number of questions were asked to obtain information concerning organization for training and development in these agencies.* To the question of whether an employee in the agency is charged with responsibility for continuing development of professional personnel, 27 agencies answered "yes" and 23 answered "no." Agencies answering "yes" were requested to report the title of this employee. A number of different titles were used by the 27 agencies, as indicated in Table XI.

** A copy of the questionnaire can be seen in the Appendix.*

TABLE XI
Title of Employee Responsible for Continuing Staff Development (27 States)

Title of Employee	Number of States
Training and Development Officer	7
Personnel Officer	7
Planning and Evaluation Officer	5
Administrative Services Officer	4
Other Titles	4

Although slightly different wording was sometimes used, the title of Training and Development Officer was essentially the title reported by seven agencies, Personnel Officer by seven agencies, Planning and Evaluation Officer by five agencies, and Administrative Services Officer by four agencies. The other four states that reported having an employee responsible for the continuing development of professional staff used other titles. From the titles reported it is obvious that in most cases the officers have other major responsibilities than those pertaining to training and development.

Another strong indication that the employees charged with agency-wide training and development in state education agencies have other major responsibilities is the proportion of their working hours devoted to this activity. Table XII reveals the

TABLE XII
Percent of Time Employee Responsible for Staff Development Devotes to this Responsibility (27 States)

Percent of Time	Number of States
100%	3
75%	1
60%	1
50%	1
25%	4
20%	3
15%	2
10%	3
7%	2
5%	7

percent of time these employees devote to training and development. Only six of them devote half or more of their time to training and development activities while the other 21 spend 25 percent or less on these activities. Two of the employees spend only seven percent,, and seven others only five percent, of their time on training and development activities.

Table XIII shows the titles of the officers to whom those persons responsible for continuing development of professional personnel report. In nine of the agencies those responsible for training and development report directly to the chief state school officer, in five agencies to an associate chief state school officer, in three to an assistant chief state school officer, in three to the personnel officer, and in the remaining seven to officers with different titles, usually a chief of a division of the agency. Judging from the titles of employees responsible for training and developmnet, and from the titles of the officers to whom they report, it can be concluded that in most instances these employees hold staff, rather than line, positions.

TABLE XIII

Title of Officer to Whom Those Responsible for Continuing Staff Development Report (27 States)

Title of Officer	Number of States
Chief State School Officer	9
Associate Chief State School Officer	5
Assistant Chief State School Officer	3
Personnel Officer	3
Other Titles	7

Only one of the 27 state education agencies reported having a training and development officer as the head of a separate division of the agency; the 26 other agencies reported that he was a part of a broader segment of the agency. In nine agencies this broader segment was the personnel division; in four, the planning division; in three, the administrative sevices division; in two, the office of the chief state school officer; and in each of the remaining eight agencies it was some division or unit not mentioned by any other agency.

Fourteen agencies responded affirmatively and thirty-six negatively to the question of whether the state education agency has an advisory, policy, or other committee whose primary responsibility is that of agency-wide staff development. Three of the 14 agencies having such a committee do not have an employee charged with responsibility for continuing professional staff development; thus, there are 30 agencies that have either an employee or a committee responsible for agency-wide training and development and of these 11 have both an employee and a committee.

The titles given the committee with primary responsibility for agency-wide training and development generally differed among the fourteen states reporting such a committee; however, five of the agencies reported titles including the words "training" or "development" as follows: Training Advisory Committee, In-Service Training Program Committee, In-House Task Force on Training, Committee on Staff Development, and Management Development Committee. Five agencies reported titles including the word "council" but with no mention of training or development; these were Advisory Council, reported by two agencies, Administrative Council, Coordinating Council, and Operations Council. The other four titles were Cabinet, In-Service Coordination Committee, Renewal Task Force, and Teacher Education Coordinating Committee. The titles of the committees suggest rather clearly that about half of them have responsibilities much broader than training and development even though these committees were identified by the agencies as being primarily responsible for training and development.

Of the 14 agencies reporting a committee on continuing staff development, four reported that the person in charge of that committee was the officer in the agency who had responsibility for the continuing development of professional personnel. In three agencies the person in charge of the committee was the deputy chief state school officer, in two agencies it was the chief state school officer, and in five agencies it was persons with various other titles.

In summary, it can be stated that 20 of the 50 state education agencies have no organization for agency-wide training and development activities. Twenty-seven agencies have an employee responsible for these agency-wide activities but only six of these employees devote more than 25 percent of their time to the training and development of personnel. In addition, three agencies that do not have an employee charged with this responsibility have a committee responsible for agency-wide staff development. These three committees, however, have major responsibilities in addition to personnel training and development. One conclusion that can be drawn from these data is that state education agencies generally are inadequately organized for the training and development function. If these agencies are to provide for this function, it would appear that they should establish a policy committee on continuing development of professional personnel and appoint a highly qualified person to serve as executive officer of this committee and to give leadership to agency-wide training and development activities.

Expenditures for Staff Development Activities in State Education Agencies

Thirty-five state education agencies reported that they had made expenditures for training and development activities during the 1971-72 fiscal year. These expenditures are reported in Table XIV. A total of $899,712 was expended by the 35 agencies, or an average amount of $25,420 per agency. The range in expenditures per agency was from only $1,400 to $250,000. The latter amount was reported by Hawaii, whose expenditure was more than three times the amount for any other state agency, due to training and development expenditures at the local school level. Hawaii represents an unique situation in that the entire state constitutes a single school district and it is administered by the state education agency; excluding Hawaii, the average expenditure per agency was $18,815. Assuming that the 15 state agencies that did not report any expenditures actually made no expenditures, the average expenditure for each of the 50 state agencies was $17,794, and the median expenditure was only $5,000.

TABLE XIV

Expenditures for Staff Development Programs For the 35 State Education Agencies Reporting an Amount for the Fiscal Year 1971-72

Items	Total Amount	Range In Amount Per State	Median Amount Per State	Average Amount Per State
For all 35 agencies	$889,712	$1,400 to 250,000	$12,000	$25,420
For 34 agencies (not including Hawaii)	639,712	1,400 to 75,000	11,000	18,815
For 10 agencies making greatest expenditures	666,386	30,000 to 250,000	45,593	66,639
For 10 agencies making greatest expenditures (excepting Hawaii)	441,386	25,000 to 75,000	40,693	44,139
For 10 agencies making smallest expenditures	29,250	1,400 to 5,000	2,250	2,925

Examination of the expenditures made by the 10 state education agencies making the greatest expenditures and the 10 making the least expenditures reveals that the average expenditure for the former group of agencies was $66,639 and for the latter group it was only $2,925. Of course, as was noted above, 15 states apparently made no expenditures for development of their professional personnel. The data revealed that there was little relationship between the size of the agency and the amount of expenditures for training and development purposes.

The amounts given in the preceding paragraph were reported as the total amounts of expenditures made for training and development activities during the 1971-72 fiscal year from all sources, budgeted or not. Table XV reports the data obtained from the state education agencies in response to the questions of whether there was a *budgeted* amount for the development of professional personnel for the 1971-72 fiscal year and, if so, what was the amount budgeted? Twenty-one agencies indicated that they had a budgeted amount for this purpose for 1971-72 but two of them did not report the budgeted amount; 27 agencies indicated that there was no budgeted amount; and two agencies did not answer either of these questionnaire items. One agency (again Hawaii) budgeted more that $100,000 for the development of professional personnel during the 1971-72 fiscal year while four agencies budgeted between $1,000 and $5,999. The median budgeted amount for the 19 state education agencies reporting a budgeted amount for the fiscal year of 1971-72 was $16,162; the median budgeted amount for all 50 agencies was, of course, zero.

TABLE XV
Amounts Budgeted for the Development of Professional Personnel, 1971-72
(For 19 States That Reported a Budgeted Amount)

Amount Budgeted	Number of States
$100,000 or more	1
51,000 to 99,000	2
21,000 to 50,999	5
11,000 to 20,999	4
6,000 to 10,999	3
1,000 to 5,999	4

An extremely limited amount of the resources of state education agencies is being utilized for the development of personnel. In the long run it seems clear to the authors of this report that the present policy of the majority of state education agencies with regard to the training and development of their personnel is very short-sighted, indeed. One would expect educational organizations to attribute much more value to the continuing education and development of employees, and particularly those on whom they are dependent for innovative leadership regarding educational policies, programs and services.

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Chapter VI

Evaluation of Training and Development Programs

ALL ASPECTS of an organization should be subjected to continuing or at least periodic evaluation. As a result of the current public demand for accountability of public agencies, evaluation may be particularily important for state education agencies. The purpose of the evaluation activities related to staff development is to determine whether the objectives and content of the various training and development programs are compatible with the goals, and with the current needs, of the organization. Also, there is need to determine if the programs are being conducted in the most effective and efficient manner possible. In order to accomplish these objectives it is necessary to obtain a wide variety of judgments and evidence about the programs, ranging from participants' reactions to the programs to evidence that the programs have made the expected contribution to organizational effectiveness.

Importance of Evaluation

Although a rather limited amount of money is currently being spent to develop staff members in leadership positions in state education agencies, one can predict with some assurance that increasing amounts will be spent for this purpose in the future. The belief is widely held that training and development programs help personnel to become more effective organizational leaders. There are, of course, a number of important reasons[1] why such programs should be evaluated as objectively as possible. In the case of state education agencies, chief state school officers, because of their growing awareness of the importance of evaluation and because of public pressure, are demanding systematic appraisal of all phases of the organization, including training and development. Evaluation is necessary, first of all, to determine the value of training and development to the organization and also to appraise the efficiency and effectiveness of the on-going training and development programs. Thus, the organization will be able to determine whether the programs are meeting its needs, and those of its staff members, and whether these needs are being met in the most appropriate manner. The training and development activities should be assessed as objectively as possible to find out if they are meeting the needs of the organization; if they are failing to meet these needs effectively and efficiently, they should either be improved or abandoned.

The development and utilization of sound procedures for evaluating the effectiveness of training programs have progressed slowly. This is unfortunate because the evaluation of these programs should be as carefully planned and conducted as the programs themselves. The general purpose of evaluation is to determine whether the programs actually result in changed behavior and whether that behavior is related in any definite and desirable way to the achievement of organizational goals. In order that the evaluation may be effective, the objectives of training programs must be carefully formulated in behavioral terms; the evaluation should involve all major parties such as trainees, instructors, and supervisors of the trainees; and it should provide adequate information for the persons responsible for the programs so that they can evaluate themselves and their practices.

Defining Objectives

The real test of training and development programs is to be found in the behavioral changes of employees in carrying out their duties and responsibilities. Common measures used in evaluation, such as the number of employees participating in the programs or employee reactions to them, indicate little or nothing concerning the actual effectiveness of the program.[2] Even measures of how enthusiastic participants were about the instructor or how much they learned as a result of the program may have little evaluative meaning. The real criterion of the success of the programs is the extent to which the knowledges, skills, and attitudes learned in the programs are incorporated into the behavior of employees on the job

Unless training and development needs of the organization are carefully determined and clearly defined, programs established to meet such needs may be of limited value. Obviously, if an organization does not specifically establish training and development objectives based on actual needs, it is all too easy for it to embark upon inappropriate programs. Only with the knowledge of objectives can the trainer know what he is to teach, the trainee what he is to learn, and the evaluator what he is to use as criteria of training success. The more realistic and measurable these objectives are, the better the training becomes. A concise but accurate statement of training needs is likewise essential if meaningful evaluation of the contributions of training programs to the organization is to be made. Even with a definitive statement of needs, it may be difficult to distinguish between the contributions of the training programs and other factors in the organizational environment but without such a statement, it would be impossible to make such a distinction. A training and development program which is planned to meet organization needs may be inefficient if it is not based on a predetermination of training needs. To illustrate, top management may decide that there is a need to improve the leadership skills of middle managers and provide a training and development program for that purpose. However, if the specific leadership skills are not clearly delineated and used as a basis for the development of program content, the program, although judged to be successful, may have been very inefficient in that many irrelevant training experiences were included.

Planning for the Evaluation of Training

Evaluation activities should be planned concurrently with the staff development program and, in fact, should be an integral part of the program. The design for evaluation should be based upon the goals of the program, use objective measures where possible, employ measures of learning before and after the program has been conducted, repeat the measures of learning at later intervals, and utilize a matched control group when possible. Measures should be taken of changes in the trainee's knowledge, skills, interests, and attitudes; changes in his behavior and attitudes on the job; and the effect of the changed behavior and attitudes on the organization. Essential to any sound evaluation program are two basic components: use of valid criteria when measuring success in achieving the goals of training and use of a design which insures that any apparent improvement is due to the training and not to something else.

It is usually desirable to plan evaluation activities in terms of three distinct stages; these stages would represent immediate outcomes, intermediate outcomes, and ultimate outcomes.[3] Immediate outcomes are measured in terms of gains in knowledge, skills, or attitudes which can be identified at the end of the training and development program; intermediate outcomes are measured in terms of changed behavior on the job which can be attributed to the training program; and ultimate outcomes are measured in terms of improvements in the organization. The data obtained through evaluative procedures should have important implications for improving the various elements of the training and development program; that is, subject matter content, instructional methods and procedures, instructional aids, and program cost.

In the evaluation of training and development programs it is highly desirable to utilize a control group to be compared with the group of trainees who participated in the program (the experimental group). Appropriate statistical procedure should be used to determine the significance of the differences between the two groups in terms of the objectives of the training program. To make the evaluation increasingly valid, comparisons of the two groups should be made at the end of the program, and at intervals following the program, possibly after periods of two and of six months.[4]

Steps in the Evaluation Process

According to Kirkpatrick,[5] the evaluation process can be explained in terms of four logical steps: reaction, learning, behavior, and results. Reaction has to do with how the participants feel about the training programs. The participants are more likely to obtain maximum benefit from programs that they find interesting and challenging; however, the favorable reactions of participants gives no assurance that learnings has actually taken place. Too often evaluation ends with a determination of the participants' reactions to the program when, in fact, this is only the first step in the evaluation process.

Measuring what participants have learned is a more important step in the evaluation of training programs than merely obtaining participant reactions. The measurement of learning should be in terms of the goals of the program and should be done as objectively as possible with measures taken before and after participation in order to find out the degree to which the learning can be directly related to the training program.

Acquiring knowledges and skills from a training and development program may not lead to their use in improving behavior on the job. As a consequence, measuring behavioral change on the job is a more important step in evaluation than the measuring of either reaction or learning. Determining that an individual has developed more effective behavior in performing on-the-job duties and responsibilities as a result of the training program is a difficult but most crucial aspect of evaluation. In order to measure behavioral change, a systematic appraisal of performance on the job should be made before and after participation in the training program. Generally, appraisals should be obtained from the employee's superior, his subordinates, his peers, and from the employee himself; each should make his appraisal using carefully planned procedures formulated on the basis of desired behavioral outcomes. The training and development program should have been planned to accomplish a definite set of objectives, which upon completion of the program would justify the assumption that the participant has acquired stated knowledges, can perform identified behaviors according to a described standard, and has developed or strengthened a particular set of attitudes and values. Evaluation upon completion of a training program can reveal what new or changed knowledge, skills, and attitudes have been acquired by the participant as a result of the program; however, only information related to job performance obtained at later periods of time can provide evidence of the impact of the program in making behavior more effective.

The three steps of evaluation described above pertain to different types of changes in the employee and his behavior as a result of the training program. A fourth, and possibly the most important, step in evaluation is to measure the changes in the organization anticipated as a result of the changed behavior of employees; this is a result of training that is most difficult to measure but efforts must be made to obtain the best evidence possible. The aspects of an organization where improvement may be expected to occur include quality of services, number of innovative programs, effectiveness of communication, level of morale, reduction of grievances, and cost-benefit ratio for services provided.

Another way to look at evaluation is in terms of the problem-solving process. First, the need for evaluation and the problems that are inherent in the process must be recognized. Second, the anticipated outcomes to be evaluated or measured must be identified. Third, appropriate measuring instruments must be developed or selected from among suitable ones already available. Fourth, pertinent data must be collected and alternative courses of action, based upon an analysis of the data, identified. Fifth and finally, a particular course of action must be selected, subjected to trial, and its results measured.

Determining Effectiveness of Evaluation

The effectiveness of the evaluation of training programs depends upon a number of factors including the quality of leadership devoted to it, the degree of support accorded to it by top level management, the extent to which there is appropriate participation by the trainees and their superiors, the adequacy of feedback communication, and the extent to which persons responsible for training utilize the evaluative data to improve the quality of the programs offered. A common obstacle to effective evaluation is that the objectives of the training program frequently are stated in such general terms that they provide no specific guidelines for the selection of content and instructional methods of the program; as a result, assessment of the outcomes of the program is extremely difficult.

As suggested earlier, all too frequently evaluation of a training program measures only the reactions of participants to it; the evaluation does not measure the extent, if any, to which the trainees' behavior on the job becomes more effective. Studies of the impact of conventional management programs in business and industry have revealed slight, if any, sustained on-the-job behavioral change nor does substantial change in managerial attitudes result.[6] Reasons commonly reported for the failure of business and industry training programs are that the trainees do not need the training or do not realize that they need it, the trainers are not knowledgeable enough to develop successful programs, the learning content is not pertinent or is too difficult for the trainees to transfer and apply to their jobs, and the results of the training are not adequately reinforced on the job by the trainees' superiors. If the knowledge, skills, and attitudes acquired by the trainees do not result in improved job performance, the training cannot be considered a success.

Tracey pointed out that on-the-job evaluation of training programs may be viewed in terms of reduction in certain items and improvements in others.[7] Reduction items which indicate training benefits include absenteeism, employee grievances, equipment damage, production bottlenecks, sick-leave rates, worker turn-over, and work backlogs. Improvement items which indicate training benefits include employee attitudes toward the enterprise, job satisfaction, general morale, communication, work habits, production quality, understanding of company goals and policies, and number of promotable employees. Some of these items surely would be appropriate for consideration in state education agencies. However, in these agencies it appears that special attention should be given to leadership behavior, interpersonal skills, planning, decision making, coordination, coaching of subordinates, and attitudes toward the organization, its goals, and its clients.

All training and development programs certainly should be designed and conducted to be cost-effective. To be sure that the programs are worth the investment, those persons responsible for training and development must evaluate every aspect of their activities and programs. Appropriate criteria should be applied to each aspect of these activities and programs in order to identify means of effecting improvements that will result in cost benefits. Some organizations have not invested in training and development activities because of the possibility of the employees leaving and utilizing their learning in other organizations. It should be realized, however, that organizations known for having excellent staff development policies and programs probably will be in a better position to attract highly qualified employees. Potential employees will be attracted by the opportunities for advancement in an organization that emphasizes the development of its employees.

Summary

The foregoing paragraphs should make it clear that there are a number of steps necessary to insure adequate evaluation of the progress of employees who have participated in training and development programs. First, it is necessary to define clearly the objectives and goals of the program in terms of the expected resultant behavior of the participants. Second, measurable criteria for the anticipated behaviors must be determined. Third, methods and instruments for measuring the behavioral criteria must be selected or developed. Fourth, data must be collected before and after training and at appropriate later intervals. Fifth, these data must be analyzed and interpreted for implications for altering and improving the training and development programs. A wide range of methods may be utilized for measuring participant behavior, including observation checklists; rating scales; tests of knowledge, skills, interests, and attitudes; analysis of simulated experiences; interviews; and projective methods. Clearly, careful attention should be given to the objectivity, validity, and reliability of all measurements. An overall purpose of the total process of evaluation is to insure the cost-effectiveness of all training and development programs.

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APPENDIX

Questionnaire Sent to All State Education Agencies

As a part of an Interstate Project for Staff Development in State Education Agencies (ESEA 89-10, Title V, Section 505), a survey of staff development activities and needs in the 50 states is being conducted. Your response to this questionnaire will be greatly appreciated. Please return it in the enclosed envelope at your early convenience but not later than June 15, 1972.

PART I — General Information Concerning Training

1. How many professional employees* are now employed in your total agency? ___________
2. Approximately how many professional employees were on the job five years ago in your agency (Fiscal year 1966-67)? ___________
3. Is there an employee in your agency who is charged with continuing development of professional personnel? ____Yes; ____No.
   (If "Yes", answer questions 4, 5, 6 and 7; if "No", go to question 8.)
4. What is his title? ___________________________
5. To whom (by title) is he responsible? ______________
6. What percent of his time does he devote to the development of staff personnel? ______%
7. Explain below how (where) the staff development function is provided for in the organization of your agency? (Is there a separate Staff Development Unit of some kind, such as a Bureau or Division, etc., or is staff development a part of a broader segment of your organization?) ___________________________
   ____
   ____
   ____
8. Is there an advisory, policy, or other committee in your agency whose primary responsibility is that of agency-wide staff development? ____Yes; ____No.
9. If your answer to question 8 is "Yes", what is the name of the committee and who (by title) is in charge of this committee?
   Name of the committee ______________
   Title of person in charge ______________

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* *A professional employee is defined as a person who holds at least a bachelor's degree as qualification for the position held.*

10. During the past 12 months, approximately how many staff development meetings, if any, have been conducted which were initiated by the committee and/or the employee charged with the continuing development of professional personnel in your agency? Below indicate the length of time involved for the meetings *and* approximately how many professional employees participated?

	Number of meetings	Number of Employees who participated
Less than one-half day	____	____
One-half day	____	____
A full day	____	____
One and one-half days	____	____
Two full days	____	____
More than two days	____	____

11. List the topics (up to five) that have been dealt with most frequently in the staff development meetings indicated above. (List in order of frequency, from *most* frequent to *least* frequent.)

1. ________________________________
(Most Frequent)
2. ________________________________
3. ________________________________
4. ________________________________
5. ________________________________
(Least Frequent)

12. Of the staff development meetings indicated in question 10 above, how many were conducted by:
Your own employees? ____
Outside consultants? ____
Combination of your own employees and outside consultants? ____

13. What was the approximate amount of expenditures for staff development activities in your agency during the past 12 months? $ ______

14. For the 1971-72 fiscal year, is there a *budgeted* amount for the development of professional personnel in your agency? ____ Yes; ____ No.

15. If the answer to question 14 is "Yes", what is the dollar amount budgeted? $__________.

PART II — Staff Development: Present Situation and Unmet Needs

Directions: In Column I below are listed areas of staff development for which activities (1) may be presently in progress and/or (2) may be needed in your agency.

In Column II, circle the appropriate number to indicate the extent of staff development now provided in your agency; a 1 indicates that *no* staff development activities are now being provided in the area of staff development listed, while a 5 indicates that *extensive* staff development activities are now provided for that area of staff development.

In Column III, circle the appropriate number to indicate your perception of the need for additional staff development activities (beyond those now provided) in each given area of staff development; a 1 indicates that there is *no* need, while a 5 indicates that there is *extensive* need, for *additional* staff development activities.

Please respond in *both* columns for *each* listed area of staff development.

I	II					III				
AREA OF STAFF DEVELOPMENT	PRESENT EXTENT OF STAFF DEVELOPMENT					ADDITIONAL STAFF DEVELOPMENT NEEDED				
	None at all				Extensive	None at all				Extensive
Orientation of New Employees In Your Agency	1	2	3	4	5	1	2	3	4	5
Establishment of Objectives for Your Agency	1	2	3	4	5	1	2	3	4	5
Intra-departmental Communication in Your Agency	1	2	3	4	5	1	2	3	4	5

I AREA OF STAFF DEVELOPMENT	II PRESENT EXTENT OF STAFF DEVELOPMENT					III ADDITIONAL STAFF DEVELOPMENT NEEDED				
	None at all				Extensive	None at all				Extensive
Communication With Relevant Reference Groups	1	2	3	4	5	1	2	3	4	5
Improving Human Relations Skills of Your Staff	1	2	3	4	5	1	2	3	4	5
Developing Leadership Skills of Your Staff	1	2	3	4	5	1	2	3	4	5
Developing Consultation Skills of Your Staff	1	2	3	4	5	1	2	3	4	5
New Concepts and Practices in Education	1	2	3	4	5	1	2	3	4	5
Program Planning and Evaluation	1	2	3	4	5	1	2	3	4	5
Management by Objectives	1	2	3	4	5	1	2	3	4	5
Accountability of Personnel in Your Agency	1	2	3	4	5	1	2	3	4	5
Other ________ ________	1	2	3	4	5	1	2	3	4	5

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